

USO FIELD SERVICE MANUAL

A Manual of Policies and Procedures

Prepared Primarily for

National Agency Operations of USO

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United Service Organizations, Inc.  
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Empire State Building  
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## Preface

USO is necessarily an experiment in organization. New policies and procedures have had to be developed. New relationships between the member organizations of USO, between USO and local committees, and between USO and the Federal Government and other national organizations were inevitable.

These policies and procedures have been stated in previously issued Field Service Bulletins and official memoranda and instructions. They are brought together in this Manual for the convenience of headquarters executives, field workers, chairmen of USO Councils and Committees and local staff members.

It is important to note that:

1. USO policies and procedures are based on tested local experience, as far as possible, and on sound principles of organization and services in related fields.
2. Policies and procedures in USO are developed cooperatively. Inter-agency committees review and recommend all statements of policies and major procedures.
3. Policies and procedures are still evolving. USO is a new organization. Further experience will undoubtedly reveal further needed changes.
4. Once adopted, after approval of the Executive Committee, and issued under the authority of the President, USO policies and basic procedures are adhered to until officially changed.

Sections of this Manual will continue to be available for the use of individuals who do not need all the material. Additional material will be issued as needed.

This Manual is one of the signs of a growing maturity and stability of organization in USO.

Approved: 1944  
Chester I. Barnard, President

Ray Johns  
Director of Operations  
Continental United States

16 March 1948

5-12-48

L.M. Pady

Gift of: Kenneth

USO

FIELD SERVICE MANUAL

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## PART I

### THE PURPOSES, FINANCING, AND GENERAL ORGANIZATION OF UNITED SERVICE ORGANIZATIONS, INC.

This Manual represents in convenient form the policies and procedures governing the Member-Agency-conducted operations of USO in Continental United States. When consolidated and presented in a manual, the instructions necessary to carry on this work appear formidable, especially since, from the material point of view, most USO field operations are quite simple. For example, only a few very large clubs and several of the Army and Navy YMCA's are of magnitude of substantial hotel operations. Technologically, USO work is not complex, nor is it complicated by the necessity of being financially self-supporting, as is the case of commercial operations. But appearances are deceitful. USO work is, in fact, complex for several reasons.

First, it is concerned with service to large numbers of people -- probably more than 25,000,000 per month -- by hundreds of thousands of people -- nearly all volunteers -- in hundreds of communities, involving many complex human relationships. Second, operations must be so ordered that they conform to policies coordinated with those of several departments of the Government and the American Red Cross. Third, the staffing of operations in a period of manpower shortage imposes difficult problems of recruiting, distribution, training, compensation, and supervision of personnel. Fourth, large sums of money must be spent in small amounts over a wide range of territory and at many remote points, through many hundreds of individuals, requiring definite systems of control. Fifth, although the undertaking is not commercial, funds available are almost inevitably inadequate for all its purposes so that a task of comparative evaluation of service needs and rationing of resources is constantly imposed. Finally, and most important, the primary aim of USO -- to make available to all, of whatever race or creed, the special cultural and religious services of six great organizations of three faiths, in connection with recreation, hospitality, and personal services -- requires technique of cooperation and coordination, of joint performance and of mutual support in maintaining services at once differentiated and complementary.

The principal formal elements of the technique for accomplishing all of this are contained in this Manual. It has evolved through more than two years of intense thought, effort, and experience on the part of USO and its Member Agencies. It is, of course, subject to further development with more effort and experience; but it is now a technique of collaboration that permits of a responsible, orderly, effective, and reasonably efficient conduct of operations on a very large scale. It is important that it be well understood by the professional staff, supervisors, department heads, and general executives, that it be adhered to until changed, and that it be changed by orderly processes when improvement



can be secured.

The operations to which this Manual relates are only part of the total USO work. The policies and procedures are affected by other kinds of operations -- Overseas work, USO-Camp Shows, Community-Conducted Operations, and Special Services such as making and distributing of Scrapbooks. These operations, the general organization of USO work, and its method of financing, are a part of the background of this Manual and should be generally understood in connection with it. For this reason, in this Part I these general and collateral matters will be presented in condensed form.

### The Purposes of USO

The purposes of USO are authoritatively and most broadly stated in the Articles of Incorporation of United Service Organizations, Inc. They are: (1) to aid in the war and defense program of the United States of America by serving the religious, spiritual, welfare, and educational needs of the men and women of the armed forces, and of workers of the war industries; (2) to contribute to the maintenance of the morale in American communities; and (3) to afford a means and organization in which its Member Agencies may cooperate in serving these purposes.\* Thus, the purposes are to give certain kinds of service to communities and to certain kinds of people through a definite organization of cooperation between certain agencies.

These very broad functions of USO in actuality are limited, sometimes narrowly, by the means available for carrying on the work, by the conditions governing the need for it, and by its acceptance or non-acceptance by other organizations and interests. These limitations change from time to time. They determine what things USO does, where it does them, and how it does them. The principal determinants of the answers to these questions are: (1) the general policy of the Government as embodied in its contract with USO and in the functions of the Office of Community War Services of the Federal Security Administration; (2) the policies of

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\*The article reads as follows: "The purposes for which it is formed are to aid in the war and defense program of the United States and its allies by serving the religious, spiritual, welfare and educational needs of the men and women in the armed forces and the war and defense industries of the United States and its allies in the United States and throughout the world, and in general, to contribute to the maintenance of morale in American communities and elsewhere; to give financial support to organizations carrying on such services, and in furtherance thereof to afford a means and an organization in which may cooperate the International Committee of Young Men's Christian Associations, National Board of the Young Women's Christian Associations, National Catholic Community Service, The Salvation Army, the Jewish Welfare Board and the National Travelers Aid Association; to solicit funds for the maintenance of the work of this organization, and in places where this organization is not itself conducting such work, then for the maintenance of such work through the member agencies of this organization of representatives designated by them."

the War and Navy Departments regarding military personnel and USO work; (3) the functions of the American Red Cross; (4) the activities of other organizations, local and national, such as churches, fraternal orders, and Defense Recreation Committees; (5) the funds available; and (6) the personnel available.

A somewhat detailed statement of the specific services rendered in Continental United States is given in Part III. These constitute perhaps seventy percent of the total services of USO as measured in terms of money costs. With some qualification, not necessary to state here, they are rendered in communities outside military reservations, posts, and stations. The principal other services of USO are as follows:

1. Overseas services, similar to those rendered through the Agencies in Continental United States, given throughout the Western Hemisphere only (except parts of Alaska), at places designated by the military authorities. In accordance with policies of the Military Departments, these services are rendered, not through the Member Agencies, but directly by the USO, through personnel derived chiefly from the Member Agencies.
2. Theatrical and concert services rendered exclusively within reservations, posts, and stations in Continental United States and throughout the world, where and as desired by the military authorities.
3. Financial and other assistance to local committees providing services similar to those of USO.
4. Financial and other assistance to affiliates of Member Agencies and others in foreign lands in cooperation with local military authorities and the American Red Cross.
5. Financial and other assistance to organizations providing specialized services supplementary and auxiliary to USO functions.
6. Miscellaneous auxiliary services such as the production of Scrapbooks.

#### General Organization of USO

The final and complete authority and responsibility for USO operations rest in its Member Agencies collectively. They exercise this authority and discharge this responsibility fundamentally through the adoption of by-laws and the election of Directors at annual or special meetings of the members of this Corporation. There are sixty members, each Member Agency appointing ten members representing it.



They have chosen to entrust the management of USO to a Board of Directors of fifty members, of whom thirty are nominated by and represent their respective Agencies, five for each; and twenty "at large" representing the public as distinguished from the Member Agencies. Once elected, there is no distinction between Directors, all having the same rights, privileges and duties. Agency Directors do not vote by blocs. The only formal recognition of Agency affiliation after the election of Directors is that one or more Directors representing at least three Member Agencies must be present to establish a quorum.

Thus, the Member Agencies entrust the management to a Board which operates as a collective body without formal distinction among its members after election, except with respect to the minimum requirement of quorum. Except for one fact, the Board would be free to organize the work of USO in any manner it saw fit. The one fact is that among the purposes of USO as stated in its Articles of Incorporation, is "to afford a means and organization in which may cooperate" the Member Agencies. This binds the Board by implication to utilize the services of its Member Agencies and to establish the means of their cooperation. Thus, the cooperation between the Member Agencies is not limited merely to causing USO to be organized and to taking general responsibility for it, but extends to active cooperation in the detailed accomplishment of its purposes. Not merely the employment of the Member Agencies for USO work, but their cooperation in its concrete activities is the distinctive and unique aspect of USO organization. It is this fact that determined many of the characteristics of the field work set forth in this Manual.

In order that this cooperation may be had, it must occur "in an organization". This means that the status of the Member Agencies as operators is quite different from that of the Members of the Corporation. Each of the Agencies as respects its USO operations, is responsible to USO for its work whereas, as they are represented by Members of the Corporation, they are collectively responsible for USO. Their position as operators is somewhat as subcontractors or as agents of USO. They are subject severally to the policies and instructions of USO; i.e., its Board of Directors, and have agreed to be so governed. This situation would probably not have come about if USO were merely a fund-raising organization. However, not only the Charter goes far beyond this, but the contract made with the United States Government, though recognizing the right of USO to employ the Member Agencies, makes USO the principal, under obligation to supervise and control the performance of its work by its Agencies.

The feasibility of maintaining this operating relationship between the Member Agencies and USO depends (1) upon a primary intention underlying the purposes which the Member Agencies set forth in the Charter, and (2) upon a fundamental attitude of respect and support of each for the others. These basic considerations of the mutual agreement of the Agencies to establish USO must permeate all levels of this organization. They affect the construction and the operation of the policies and procedures presented in this Manual, which cannot be satisfactorily effective unless carried out with them in mind. Accordingly, a few words



about each of these considerations is in place.

(1) It was conceived that "the religious, spiritual, welfare and educational needs of the men and women in the armed forces and the defense industries" could not be adequately served without the distinctive religious services and cultural associations of agencies of the three faiths and without the distinctive facilities and techniques of the specific Member Agencies. The maintenance of the distinctive and characteristic differences in agency qualifications, so far as important to service, was fundamental. Standardization and uniformity would involve a limitation, not an extension, of the service it was desired to make available.

(2) The carrying out in practice of the agreement to be associated as Member Agencies on a basis of determination of organization and policies by majority vote, and especially the acceptance of operating work as subordinate agents, depends upon the avoidance of decisions which would injure the fundamental interests and position of any Agency. This means that none will proselytize in USO work, that none shall be required to do anything contrary to its fundamental position as an organization, and that USO will not do anything that will unnecessarily embarrass any Agency as a responsible Member. This cannot be vouchsafed by any rules or by-laws; only mutual respect and good faith and the development of effective techniques of collaboration will insure the necessary protection. It has several times been demonstrated that a majority of the Agency Directors would not vote for something they preferred or thought advisable, if to do so really injured another Agency. This attitude should prevail throughout the organization; but it relates only to truly fundamental realities, not to mere matters of opinion, judgment, or superficial interest.

#### Organization of the Board of Directors

The Board, which meets regularly once a month, is organized by the appointment of officers and by regular and special committees. In the early days, several committees were necessary, but as the work, organization and policies became established, the regular committees have been reduced to only one - the Executive Committee. This Committee has interim authority in most matters between meetings of the Board and in emergencies, especially for routine authorizations and approval, subject to subsequent approval of the Board, until which time its action is not absolutely final except as to outside parties.

#### USO-Camp Shows, Inc.

In the general organization of USO work, it was found expedient to place theatrical and concert entertainment at reservations, posts, and stations, in the charge of an affiliated corporation organized on behalf of, and financed by, USO. The reasons for this special organization are: (1) The management of a large scale theatrical enterprise is not among the special qualifications of USO Member Agencies; (2) the enlistment of qualified technical and professional assistance in the management of the



work is facilitated by separate organization; and (3) the fields of operations of regular USO work and Camp Shows are separate and not overlapping; i.e. Camp Shows operates exclusively inside camps, posts, and stations, the other USO work is chiefly outside; Camp Shows operates in combat areas, USO in its other work does not.

The formal relationships between USO and Camp Shows are: (1) The President of USO and the Chairman of the Board are members of the Board of Camp Shows, and the Treasurer of Camp Shows, who is also a Director of Camp Shows, is a member of the Board of USO; (2) by agreement, the budgets of Camp Shows are subject to approval and acceptance by USO; and (3) the funds for financing Camp Shows budgets are provided by USO.

#### Organization of the Administration

The President is the principal executive officer of the USO and speaks for the Board to the administrative organization and to other bodies with which USO has business. The President is also chief of the administration and, subject to the delegation of the authority and the limitations expressed or implied by action of the Board, directs the administration of all USO work. The President is assisted as executive officer of the Board by the other officers; namely, the Honorary Chairman, the Chairman, the Vice-Chairman, the Chairman of the Executive Committee, the Vice-Presidents, the Treasurer, and the Secretary. The latter two officers also function in the administrative organization.

The President, as Chief of the Administration, functions through (1) the executive staff; and (2) departments.

##### 1. The Executive Staff

This consists of the Treasurer, the Assistant Treasurers, the Secretary, and the Assistant Secretary, with respect to their administrative functions; the General Counsel, the Administrative Vice-President, the Chairman of State Committee Services and of the National Advisors Council, and the Assistant to the President.

The functions of all are the usual ones generally understood, except those of the Administrative Vice-President and the Chairman of State Committee Services.

The Administrative Vice-President has the following functions: (1) general charge of the preparation of budgets and supervision of financial control as distinguished from the Treasurer's function of the care and custody of funds; (2) general supervision of departments, especially as to interdepartmental matters, but without directive authority; (3) supervision of fiscal relationships between USO and its Member Agencies, its affiliates, and The National War Fund, Inc.; and (4) special investigations and reports. He has the formal administrative authorities of the President in the latter's absence.

##### 2. The Departmental Organization

The work of USO is carried on through five departments.



These are: (1) the Department of Operations - Continental United States; (2) the Department of Operations - Overseas; (3) the Accounting Department; (4) the Public Information and Public Relations Department; and (5) the Centralized Purchasing Department.

(1) Department of Operations - Continental United States

The governing policies and the organization and procedures in effect in the Department are the subject of this Manual and need no further exposition here. It covers, however, all USO operations in Continental United States, except such as may be specifically assigned otherwise. The principal exception is Camp Shows.

(2) Department of Operations - Overseas

This Department is exclusively responsible for all overseas work of USO, except Camp Shows. It works almost entirely through its own direct organizations, except for a few limited subventions to other organizations.

(3) Accounting Department

This Department is responsible for the accounting for and auditing of all USO expenditures and receipts, except those of Camp Shows, and for the regulations governing the accounts and disbursements, and for inventory records of property. Further information regarding the system of accounts is given later.

(4) Department of Public Information and Public Relations

This Department prepares such publicity as emanates from headquarters, analyzes the general public relations problems of USO; and without directive authority, supervises and secures coordination in the public relations work of USO regional organizations and of Member Agencies and Camp Shows so far as relates to USO services.

(5) Centralized Purchasing Department

This Department makes the purchases for USO Headquarters and such other purchases for all Departments and Member Agency USO operations as it is convenient and economical to centralize.

Field Organization of USO in the United States

The field organization consists of three groups: (1) Principally, the field organizations of the Member Agencies in their capacity as agents for USO work and their headquarters staffs so far as employed in the supervision and management of USO work; (2) the USO Regional Executives and their staffs; and (3) State Chairmen and their Committees.

(1) The field organizations of the Member Agencies differ in size, in policies, and in scheme of organization and supervision -- all related to their specific functions and their religious character and



affiliations. These are not matters of USO determination and they are not to be covered in this Manual except as involved in necessary coordination and joint cooperation.

(2) The functions, responsibilities, and authorities of USO Regional organizations are set forth in the Manual.

(3) State Chairmen and Vice Chairmen and their committees, who serve as informal trustees of USO interests in their respective States, assist on public relations, supervise in a general way the whole organization, and advise the administration on personnel, organization, conditions, and policies.

#### USO Committee Organization

An important part of the USO organization is the USO-inter-agency committees. In practice, these do not much differ from the interdepartmental committees and regular conferences found throughout large government and business organizations. They are a convenient and sometimes nearly indispensable means of bringing to attention the elements of situations to be taken into account in securing effective coordination. They are useful in developing mature thought, and are often the quickest means of doing this. They are also important in inculcating and disseminating in advance an understanding of the considerations that underlie decisions of policy and practice. They are exceptionally important in USO because often the essential problem is to find a pattern of variations in practice that maintains satisfactorily the important particular position of each Member Agency in a manner consistent with USO purposes and, at the same time, establishes the situations or "organization" in which the Agencies may cooperate. This would often be impossible for any individual administrator to do, for mere neutrality of interest is here insufficient. In an undertaking that seeks to make available positive concrete services of different faiths, races, sexes, cultures, and traditions, only those having a positive understanding of and interest in each can be in a position to contribute effectively to the mosaic sought to be maintained.

Committees, in general, function most usefully when their authority is limited to securing and considering information and suggestions, and to formulating advice and recommendations. They are not always an effective means of making administrative and policy decisions. There are many practical reasons why this is so. One is that continuous session committees are too expensive; but administrative decisions often cannot wait -- time is of the essence. Another is that the members of a committee cannot be equally competent or wise -- and determination by vote has to assume the contrary. A third is that in order to get along workably well and with appropriate dispatch, committees are liable to avoid real issues and problems -- which does not dispose of them and may increase them. Again, orders should not be issued except by those responsible for securing and maintaining adherence to them, which committees usually cannot do. But perhaps most important is the fact that good committees may often best be constituted of personnel that is not competent or not in a position to consider collateral problems that may be involved in a decision, particularly organization reactions, political considerations, matters of a



confidential nature, individual personnel reactions, and feasibility of execution with the organization and personnel available. In good administrations with good committees, however, the great bulk or even nearly all recommendations of committees are adopted and followed. This actual following of recommendations would be much less obtained if a committee's recommendations were its own orders.

Obviously the Executive Committee of the Board should be required to make decisions governing the administration. But no other committee of USO has administrative authority. To become administratively effective, a recommendation of a committee must be adopted either (1) by an executive of USO or by its Executive Committee (or by the Board), all depending upon the authorized delegation of authority; or (2) similarly, by an executive or authoritative committee of the Member Agency. No recommendation of any committee (except the Executive Committee) has any binding effect upon the USO administration or any Agency. It is possible that the greatest service of the committee has been its effect upon the development and modification of the practice of the Agencies along their own lines and by their own decisions.

The committees (or conferences) of USO, excluding strictly intra-agency committees are listed and their functions stated in Part II.

#### Lines of Responsibility and Authority

The general organization as briefly described above no doubt raises questions as to the lines of authority and responsibility. Much confusion is caused by the false assumption often stated that there can be no responsibility without authority or that authority and responsibility correspond or are complementary. The confusion largely arises from lack of understanding of the meaning of "responsibility". Before stating the meaning appropriate to organization relationships, we may first correct the erroneous propositions set forth above as follows: Authority implies as a minimum corresponding responsibility for its proper and effective use in specific acts. Responsibility may be granted and accepted without authority for specific acts, but only for obtaining (or preventing) certain kinds of action generally. By responsible, we mean "properly and justly subject to criticism, correction, demotion, dismissal, or punishment for failure". No one can be held responsible for failure to do something or get something (or for doing something wrong or for not preventing it from being done) unless given authority, or the right to do it (prevent it) or to command (or forbid) it. But we may be responsible for getting many things done without authority to get any one of them done; i.e., with authority only to try.

A simple illustration of wide application will make this clearer. A salesman is responsible for selling goods to many customers. He cannot justly (barring special circumstances) be held responsible for selling to a particular individual, for he has authority to try to sell, none whatever to command to buy. Nevertheless, he may justly be criticized, demoted, or discharged for failure to sell generally, because of unwillingness, laziness, incompetence, etc. Analogously, a very large part of organized political, educational, and religious work is carried on with



responsibility but with only the authority to work, none to command.

The element of non-authoritative responsibility is present and very necessary in any organization. It may be expressed by saying that an organization contains both those who have greater influence than authority and also those with authority greater than their influence. This is why an organization chart showing lines of authority conveys so little about actual organization relationships.

Lines of authority should and can be made quite definite; "lines" of responsibility cannot be. To make them definite is to limit them -- itself a form of setting up authority. Indeed, it is one important function of authority to limit non-authoritative responsibility. If there are too many cooks, the broth will be spoiled or it will be cooked at the wrong times. Giving authority to one or two tends to exclude the responsibility of others. Thus, authority and its specific responsibilities serve (1) to get specific things done (or prevented) at the right times and in the right order, by the right persons; and (2) to limit the activities of those having general responsibility.

At first, this may seem theoretical and academic, but it is, in fact, of important application in any organization. It is stated here because it is exceptionally pertinent to USO work. It has already been shown that the fundamental requirement of interagency cooperation cannot be secured by rules and by-laws; i.e., authority, but only by mutual consideration, respect, and support, by a general responsibility that does not admit of specification. The same relationship, at a lower level, is required at base in the regional operations as stated in the President's letter of September 16, 1942 to Regional Executives. Not less important in the aggregate are the relationships with local committees, councils, state chairmen, and many others of the hundreds of thousands of volunteers. Most of them have little or no authority, but some have great responsibility; all have some, and many would accept much more than their capacities would justify, or than the system would tolerate. Our whole system of operations has been and will still further be developed by provision for the practical combination of authoritative and non-authoritative responsibility.

#### Financing and Accounting of USO

The USO, at the present time, is financed almost entirely through The National War Fund, Inc. For more than two years, it was financed by campaigns of its own. The differences need not be discussed here. The fundamental point about either method is that the funds are contributed by private individuals and corporations. USO is conducted for and in cooperation with the American people by their voluntary gifts, many made at great sacrifice. This imposes a trust, not only to use the funds honestly and for the ends for which they were contributed, but wisely as well. This trust underlies some of the routine provided for in this Manual, intended to secure an honest, proper, and efficient use of funds. To this end, so far as formal procedure is involved, the budget system is perhaps the most important.



Here, it is only necessary to state the important functions of the Budget Procedure. The first is to arrive at an estimate of the amount of funds required to be secured. The second function is to apportion or ration the funds available to the various purposes to be served. In this aspect, the budget is the financial plan of operations and reflects the relative needs and importance of the various services. The third function is to afford an important instrument of control of operations. In a non-commercial undertaking, in which the relation between receipts and expenditures is not available in detail and locally as a guide for limiting local expenditures, budget control is indispensable, both to insuring a properly balanced distribution of expenditures and to keeping aggregate expenditures within the aggregate resources available.

One of the systems of procedure necessary to the construction and operation of this budget system is that of accounting; but the accounting system is essential for several other reasons. Only by means of it, is it possible to account for the use of funds entrusted to the organization and to present a record that can be audited in detail to show that funds have not been diverted to improper use of those entrusted with them. If it does this, it, at the same time, protects individuals of the organization against intentional or inadvertent misuse of funds to their own advantage and also gives a large measure of security against false charges of improper use of funds by individuals. These exceedingly important functions of the accounting system are often forgotten. Indeed, from the standpoint of individual employees they are the most important. Beyond this, the accounts are necessary to furnish the information upon which, in part, may be judged whether the management of the work is efficient and whether the funds are spent wisely and appropriately.

Insofar as USO funds are expended on its behalf by other agencies, there are two methods by which the accounting may be made. The first is that of agency accounting. Under this method, the Agency keeps the books of account for funds entrusted to it and submits audits of its expenditures from time to time. This method is used for USO-Camp Shows, Inc. and for several organizations to which USO makes grants or subventions. The second method is to centralize the accounting in USO. Under this system, Agencies are provided with "working" or "revolving" or "imprest" funds, but account for the use of these funds and secure their replenishment by presenting the payrolls, bills, and vouchers for which expenditures have been made. The authentic accounting records are maintained by USO. This is the system now employed for Member-Agency-conducted operations, by far the most important in terms of expenditures.

The reasons for the centralized system are as follows: (1) It makes much easier and definite the employment of a uniform system of accounts, since the organization and administrative procedures of the Member Agencies are all different. This does not apply to USO-Camp Shows whose operations are of a totally different kind; (2) It makes possible the immediate audit of Agency expenditures by USO, and the prompt raising and disposal of nearly all financial questions, if any, as between USO and the Agencies; (3) It relieves the Agencies of the accounting problems of joint USO and normal Agency operations. All agencies conduct operations quite independent of their USO work, and are involved in questions of dealing with

themselves if the accounting is decentralized; (4) Outside audits of the Member Agency, USO accounts are unnecessary; (5) The monthly reports of operations can be made much more promptly, as shown by experience; and (6) The costs of accounting are much less except as the agencies duplicate by memorandum accounts.

The possibility of centralizing the accounting is based on the principle already set forth heretofore; namely, that under its contract with the Government, USO is the principal and the Member Agencies are sub-contractors or agents, insofar as detailed operations are concerned. This implies that property bought with USO funds is the property of USO. Early confusion in this respect is corrected and USO retains title and maintains in its Accounting Department property records accordingly.

### Conclusion

The operating procedures herein contained express and apply in detail the purposes, general organization, principles of organization, and the basic financial systems of USO, which have been set forth above, with respect to the principal operations in Continental United States.



## PART II

### FUNCTIONS AND ORGANIZATION OF THE DEPARTMENT OF OPERATIONS CONTINENTAL UNITED STATES

#### Introduction

The Department of Operations, under the Director of Operations, consists of a Headquarters Staff Organization and Regional Executives with their staffs.

The functions of the Headquarters Staff Organization are those of administration, supervision, and research relating to USO Club services and other units provided for the benefit of members of the armed forces and war production workers in Continental United States. The administrative and supervisory functions relating to USO Clubs and other units coordinate and supplement similar functions of the national offices of the six member agencies of USO and do not duplicate or supplant those functions.

The functions of the Regional Executives and their staffs are broader than those of the Headquarters Staff Organization of the Department of Operations. The Regional Executives, and their staffs, are related to all the interests of USO in their respective regions, -- public relations, services in communities without national USO operations, as well as to the national agency services provided for members of the Armed Forces and war workers.

The purpose of this plan of organization is to provide for carrying on all necessary functions in the field without having several parallel and possibly duplicating field staffs operating in each region and to insure having a responsible coordinating authority in each region, with the least possible expense.

In very broad principle, these Regional Executives and their assistants may be regarded as representing the President in their regions, or better, as representing the entire headquarters organization supporting the President and the Board of Directors.

It is necessary for practical convenience, however, that the Regional Executives report to subordinate officers, who might be considered direct administrative assistants of the President. It has been determined that Regional Executives will report to the Director of Operations (or to one or more of his line subordinates as may be found desirable.) The reason for this line of authority is that the services planned for the benefit of members of the Armed Forces and war workers is the primary responsibility of USO, and these operations involve the more technical and complex relationships between the field and the Headquarters staff.

The Director of Operations is therefore charged with the initial selection and with the supervision of the Regional Executives and their staffs, with a view to their capacity and competence to perform the varied functions assigned to them, and their ability to work effectively with other headquarters departments. Formal instructions of these headquarters departments will be issued to Regional Executives and their staffs through the Director of Operations, with the approval of the President. Informal and routine business will ordinarily be carried on directly between these headquarters departments and Regional Executives, as may be found practicable and desirable.

This statement of functions which follows is, therefore, divided into two parts: A. The functions of the Department of Operations covering both the Headquarters Staff Organization, and the Field Operations functions of the Regional Executives and their staffs; and B. The General Functions of Regional Executives and their staffs.

A. Functions and Responsibilities -- Headquarters Staff and Field Operations Functions of Regional Staffs

The Department of Operations, through its Headquarters Staff Organization and through the Regional Executives and their staffs, is responsible, on behalf of the President and the Board of Directors, and the member agencies, to see that USO Clubs and other units and services are wisely planned and established, that they are conducted in harmony with adopted USO policy, and that they are constantly adjusted and readjusted to meet changing needs and conditions. The Department of Operations is also responsible, with the designated agencies, to see that the quality of the service is maintained at a high level and steadily improved. The administration of certain agreed joint services, such as Mobile and Maneuvers Services, Building Services, etc., is also the responsibility of the Department of Operations.

More specifically, the functions and responsibilities of this department are:

1. To determine, in cooperation with representatives of the member agencies of USO, through the Committee on Field Operations and the Conference of Executives, and based on information from field workers, representatives of the Army and Navy and Marine Corps, the Office of Community War Services of the Federal Security Agency, and representative, responsible local groups and leaders

- (1) Where USO service units are to be located;
- (2) What type of service is needed;
- (3) Which agencies are to conduct the services;
- (4) What budget provisions are necessary;

and to make appropriate recommendations to the Conference of Executives and to the President of USO.

2. To be informed of the quality and adequacy of the services being rendered and to report thereon.



3. To give support and assistance to the agencies in their operations.
4. To coordinate agency field service to the extent authorized and agreed to by the agencies especially in areas of multiple operations, and in any event report thereon.
5. To provide and make effective needed special staff leadership for such aspects of USO services as
  - (1) Program and Services
  - (2) Inter-Agency Training
  - (3) Community-Conducted Operations
  - (4) Work with Women and Girls
  - (5) Services to Negroes
  - (6) Other needs which may emerge from time to time
6. To maintain necessary headquarters administrative services related to operations, as
  - (1) Necessary communications with Regional Executives and national agency offices for planning and administration.
  - (2) Headquarters records:
    - a. Number, location and type of local operations, and of personnel employed.
    - b. Local operations authorized (Plan Book)
    - c. Summaries of services provided in local operations. (Both national-agency and community-conducted operations)
  - (3) Studies and Research
7. To operate certain agreed joint services.
  - (1) Mobile Services to Detached Task Forces
  - (2) Services to Troops on Maneuvers
  - (3) Building Services
  - (4) Other Special Services, such as Scrapbook Service

#### B. General Functions of Regional Executives and Staffs

In addition to the field service functions outlined above in which Regional Staffs participate, in accordance with department instructions and orders of the Director, Regional Executives are to perform general functions in their regions, plans for which are developed or supervised nationally by other headquarters departments. They also perform certain general executive functions. These general functions of Regional Executives include:

1. Public relations and community cooperation.

2. Representation of USO in the region and cooperation with Regional authorities of the Office of Community War Services of the Federal Security Agency, Army and Navy officials, The American Red Cross, Community Chests and Councils of Social Agencies, and other organizations with which USO works.

3. Assist State Chairmen in

- (1) Organization of USO Councils and Committees
- (2) Counseling USO Committees to plan and conduct needed locally-financed USO services in accordance with general USO policies
- (3) Public Relations
- (4) Protecting USO against unauthorized efforts in money raising and the misuse of the USO name by providing services not consistent with USO policy and standards

C. The Organization of the Department of Operations

The plan of organization of the Department of Operations, with Regional Staffs responsible for total field service in their respective regions, has been stated in broad terms in connection with the foregoing outline of functions and responsibilities. Some further detail is necessary for the Headquarters Staff Organization, Regional Staffs, and committee organization.

Headquarters Staff Organization

1. Director of Operations

The Director of Operations is responsible to the President for the general direction of the Headquarters Staff Organization of the department, for the supervision of the Regional Executives and their staffs, for maintaining effective working relationships with other headquarters departments, and for relationships with USO agency executives and with the Office of Community War Services of the Federal Security Agency which relate directly to USO operations. He is the Chairman of the Conference of Executives and supervises the work of the Committee on Field Operations, reviewing recommendations for establishing or readjusting USO services and transmitting recommendations to the President.

2. Directors of Field Service

Two Directors of Field Service are responsible to the Director for the direct supervision of the field work in assigned regions.

One Assistant Director of Field Services is responsible for the work in Regions I to VII inclusive (the eastern half of the United States), and one Director supervises work in Regions VIII to XII inclusive, (western half of the United States). Each Director of Field Service,



serving as Assistant Director of the Department of Operations, is responsible for certain additional assigned administrative responsibilities.

### 3. Coordinator of Headquarters Staff Services.

The Coordinator of Headquarters Staff Services is responsible to the Director of Operations for the direct coordination headquarters staff specialists, such as those provided for Program Services, Training and Personnel, Services to Women and Girls and to War Production Workers, Services to Negroes, and the Division of Statistical and Research Services.

He also serves as the Director of the Inter-Agency Training, developing through the Joint Training Committee, plans for pre-service and in-service training for USO workers.

The Coordinator of Headquarters Staff Services (or his assigned assistant) works with the USO Personnel Committee, which is composed of the Personnel Directors of the six USO agencies.

### 4. Director of USO Building Services Division.

The Director of USO Building Services directs the headquarters building services staff and supervision of the technical services of the Regional Building Counselors. He is responsible to the Director of Operations for the administration of the building renovations, furnishings, equipment and maintenance budget and services.

The Building Counselors are responsible for recommending and supervising needed building renovations and purchases of equipment and furnishings. Within each region the Building Counselors are assigned and function as members of the USO Regional Staff and as such are responsible to the Regional Executive. The Director of the USO Building Services Division makes recommendations to the Director of Operations.

### 5. Director of the Division of Community-Conducted Operations.

The Director of the Division of Community-Conducted Operations, is responsible, through the Director of Operations, for:

- (1) Advising USO Councils and Committees on administrative problems relating to community-conducted operations;
- (2) Providing, in cooperation with the USO Program Services Division, program services to community-conducted operations;
- (3) Recommending Certificates of Recognition to USO Councils and Committees, in accordance with agreed standards and procedures;
- (4) Authorizing grants from \$1,000 to \$2,500 in cooperation with the Community Grants Committee;

- (5) Recommending grants over \$2,500 per year in cooperation with the Community Grants Committee;
- (6) Recording grants authorized by Regional Executives (under \$1,000 in 12 month periods);
- (7) Cooperating with the Division of Statistical and Research Services in maintaining adequate records and making necessary studies and analyses about community-conducted operations.

#### 6. Director of Mobile and Maneuvers Services Division.

The Director of Mobile and Maneuvers Services is responsible, to the Director of Operations, for organizing and supervising mobile and maneuvers services, as requested by the War and Navy Departments and recommended by the field organization to the appropriate headquarters committees (CFO and C of E) and to the Director of Operations and the President. This Division operates in accordance with the functions and responsibilities outlined in Part VI.

#### 7. Administrative Assistant

An Administrative Assistant to the Director of Operations is responsible for: (1) Supervising priorities procedures relating to building renovations; (2) Information from the Federal Security Agency regarding proposed new Federal Recreation Buildings; (3) Inventories of equipment in Federal Recreation Buildings; (4) Department time reports and review of traveling expense accounts; (5) Other assigned responsibilities.

#### 8. USO Program Director

The USO Program Director is responsible to the Director of Operations through the Coordinator of Headquarters Staff Services. He is responsible for directing the Division of Program Services. With the Program Committee, which is composed of the Program Directors of the six member agencies, the USO Program Director and his Staff: (1) Facilitates the interchange of program ideas and materials between USO agencies, (2) Issues program materials for the use of all USO operations; (3) Surveys program services in specific localities; (4) Makes available the services of agency field representatives for consultation on program problems; (5) Provides program specialists on a joint basis to serve as program consultants; (6) Cooperates with other departmental committees (Joint Training Committee, Committee on Services to Negroes, Committee on Work with Women and Girls, Committee on Studies and Research, etc.) and with Regional Executives to improve program services in USO operations. Program services are also made available to USO Community-Conducted Operations through the Program Services Division of the Department of Operations.

Program Specialists on the headquarters staff are responsible to the Director of Program Services.



9. The Director of Services to Women and Girls and Services in War Production Communities.

The Director of Services to Women and Girls and Services in War Production Communities is responsible to the Director of Operations, through the Coordinator of Headquarters Staff Services, for studying and interpreting the needs for USO service for women and girls involved in the war effort, for the review of war production operations and for assisting on the national level in the development of sound policies and adequate services in cooperation with the Committee on Services to Women and Girls and the Committee on War Production Communities, (Formerly Industrial Committee). On the request of the Committee on Field Operations she reviews requests for designations for war production operations and recommends action. She assists Regional Executives and their Associates, Agency Executives and Regional Supervisors in developing adequate services. The Director of USO Services to Women and Girls, and Services in War Production Communities is responsible for consultation about and coordination of services but not for the administration of those services.

10. Director of Services to Negroes

The Director of Services to Negroes is responsible to the Director of Operations, through the Coordinator of Headquarters Staff Services, for studying and interpreting the needs for USO services to Negroes in the armed forces and in some situations for war production workers. He assists, on the national level, in the development of sound policies and adequate services. He also works with Regional Executives and Associates in studying needs for USO services in different communities, and in analyzing and adjusting "problem-situations" with Negro groups, with white groups and with Negro-white groups. He works with Agency Executives and Regional Supervisors to improve services, under their direction, to Negroes. The Director is responsible for consultation about and coordination of all aspects of services to Negroes, but not for the administration of those services.

11. Director of the Division of Statistical and Research Services

The Director of the Division of Statistical and Research Services is responsible to the Director of Operations, through the Coordinator of Headquarters Staff Services and with the Committee on Service Reports, for developing and organizing plans for record-keeping and reporting of the services provided at USO Clubs and other units, and for the summary and analysis of such reports.

The Director is also responsible, with the advice of the Committee on Studies and Research, for planning and conducting studies and research which the Division is to administer and for consultation on and coordination of studies to be made by other divisions and departments.

12. Director of Program Equipment Services

The Director of Program Equipment Services is responsible to the office of the Director of Operations (through a designated Assistant Director



of Operations) for assigning non-expendable program equipment to new and established operations in accordance with the procedures outlined on pp. 94 - 103, in Part VIII, for supervising the centralized program equipment and repair and replacement service and for other responsibilities relating to program equipment and materials as assigned.

## Regional Staffs and Regions

### 1. The Regions

The USO utilizes the Federal Security Agency regions, or combinations of the twelve F.S.A. regions, in eight field regions. Agency Regional Supervisors have been assigned the same territories, as far as possible, by their agencies so that all the supervisors can work effectively together. Regional Staff Conferences are held regularly in each region, attended by agency Regional Supervisors and Regional Executives, and the Regional Representatives of F.S.A. Recommendations for new USO operations and adjustments in established operations are made by these Regional Staff Conferences. A coordinated field staff, consisting of all USO field workers, who plan their itineraries cooperatively and who supplement each other, under the general direction of the Regional Executives, is desirable. The following USO Regional offices are now maintained: Region I - Boston; II and III - New York; Region IV - Richmond, Virginia; Regions V, VI - Chicago; Region VII - Atlanta, Georgia; Regions VIII, IX and XI - Kansas City, Missouri; (District Offices at Denver, Colorado and Ponca City, Oklahoma); Region X - San Antonio, Texas, (District Offices at El Paso and New Orleans); Region XII - (Pacific Coast) San Francisco, (District Offices-for Southern California - Los Angeles, California; for Pacific Northwest - Portland, Oregon).

### 2. Regional Staffs

All USO field workers (not including Agency Staffs) in each region are under the direction of the Regional Executives for their respective regions, including field workers related particularly to USO operations, building services, mobile services, Publicity and Public Relations, USO councils and committees, and Community-Conducted Operations.

It is not expected that it will be possible to maintain a Regional Staff of sufficient size and all-round competence to meet all the needs for field service. State Chairmen are expected to carry major responsibility for the organization of USO Committees and for special public relations. Special short-time additions may be made to certain regional staffs.

Headquarters specialists will plan travel to different regions in cooperation with Regional Executives, and within regions will function under the direction of Regional Executives.

### D. Committees Related to the Department of Operations

All USO Committees are appointed by the President, those related to the Department of Operations, on the recommendation of the Director of Operations, after consultation with agency executives. All USO Committees, except the Executive Committee, have advisory, not administrative functions.



### Conference of Executives

Composed of the national executive of each USO agency, and his/her assistant or Director of USO services, the Administrative Vice-President and the Director of Operations. Functions: (1) Reviews recommendations for new USO operations and adjustments in operations plans before presentation by the Director of Operations to the President for authorization; (2) Recommends operating policies and procedures to the Executive Committee; (3) Recommends operating budgets to the Executive Committee; (4) Considers and acts on recommendations of other committees related to the Department of Operations. Chairman, Director of Operations; Alternate Chairman, Administrative Vice-President.

### Committee on Field Operations

Composed of designated headquarters members of each USO agency, Directors of Field Service and USO Directors on Service to Negroes and Services to Women and Girls and War Production Workers. Functions: (1) Reviews recommendations of Regional Staff Conferences for additions to and adjustments in plans for local USO operations under member-agency auspices; (2) Considers operating procedures and make recommendations to the Conference of Executives. Chairman, USO Director of Field Services, Eastern United States; Alternate Chairman, USO Director of Field Services, Western United States.

### Committee on Community Grants

Composed of the Director of the Division of Community-Conducted Operations, Director of Field Service, Eastern United States, Director of Field Service, Western United States, Director of State Committee Service, Administrative Vice-President and the Director of Operations, Continental United States. Functions: (1) Recommends to the Director of the Division of Community-Conducted Operations grants from \$1,000 to \$2,500 per year; (2) Recommends to the President grants from \$2,500 to \$10,000 per year and recommends to the Executive Committee grants over \$10,000 per year; (3) Recommends issuance of Certificates of Recognition to USO Committees and Councils. Chairman, Director of Division of Community-Conducted Operations.

### Program Services Committee

Composed of the Program Directors of member agencies, designated headquarters staff members of the USO Division of Program Services, designated representatives of other headquarters committees, divisions and departments, and certain members at large. Functions: (1) Facilitates the interchange of program ideas and materials between USO agencies; (2) Recommends issuing of program materials for the use of all USO agencies; (3) Advises on surveys or program services in specific localities; (4) Makes clearances on the services of agency field representatives for consultations on program problems; (5) Recommends program specialists on a joint basis to serve



as program consultants; (6) Cooperates with the departmental committees, (Joint Training Committee, Negro Services Committee, Committee on Work with Women and Girls, Committee on Studies and Research, etc.), and with Regional Executives, to improve program services in USO operations. Chairman, designated by President after consultation with the committee.

#### Personnel Committee

Composed of personnel directors of the member agencies, the Director of Personnel of the Overseas Department, other designated headquarters staff members and selected members at large. Functions: (1) Recommends minimum personnel standards for the selection of USO personnel; (2) Recommends uniform personnel records; (3) Recommends definitions of titles and functions of USO workers; (4) Recommends procedures for the establishment of uniform personnel practices; (5) Recommends and guides methods of personnel appraisal; (6) Examines, from time to time, personnel standards and practices; (7) Reviews the qualifications of candidates for agency positions, who fail to meet the minimum standards recommended by the committee, and makes recommendations regarding employment. The Personnel Committee cooperates with other USO committees. Chairman, designated by the President after consultation with the committee.

#### Joint Training Committee

Composed of the Training Directors of the member agencies and selected USO headquarters staff members. Functions: (1) To formulate and recommend objectives, policies and plans for inter-agency training, (of professional workers); (2) To study the training needs of USO workers; (3) To formulate and recommend budgets for inter-agency training; (4) To serve as a means of coordinating the participation of the six agencies in the inter-agency training program; (5) To serve in an advising capacity in the administration of the inter-agency training program. Chairman, designated by the President after consultation with the committee.

#### Committee on Services to Negroes

Composed of persons nominated by each agency, designated representatives of other USO committees and headquarters representatives and certain members at large. Functions: (1) To assist in developing the most adequate USO services for Negro members of America's armed forces, their families and war production workers in certain overburdened communities, and in transit; (2) To advise the USO administrative officers on these problems; (3) To recommend sound policies for such USO services; (4) To review periodically, the extent, type and effectiveness of such USO services and to suggest needed and appropriate changes in developments. Chairman, the President of USO serves as Chairman.

#### Committee on War Production Services

Composed of designated representatives of member agencies and designated headquarters staff members. Functions: (1) To study the



conditions and developments in war production areas and interpret the needs of such areas to other USO committees and Divisions. Chairman, designated by President after consultation with the committee; (2) To study war production operations and recommend policies and procedures regarding their services; (3) To review requests for designations in war production areas at the request of Committee on Field Operations and to recommend action.

#### Committee on Work with Women and Girls

Composed of designated agency members, designated headquarters staff members, and selected members at large. Functions: (1) To study general situation in the country as it affects women involved in the war effort, to anticipate expansion and modification of USO programs for them; (2) To interpret these needs to the appropriate USO committees; (3) To develop and maintain reciprocal relationships with other USO committees concerned with services for women and girls, such as Program Committee, Committee on War Production Services, Services to Negroes, etc. Chairman, designated by President after consultation with the committee.

#### Committee on Service Reports

Composed of agency directors of Service Records and Reports and designated headquarters staff members. Functions: (1) To advise on the development of forms and instructions for use in obtaining different types of administrative control, and on the revision of these forms and instructions as necessary to meet current developments in the USO program. (2) To confer on problems arising currently in the collection, review and analysis of service reports.

#### Committee on Studies and Research

Composed of representatives of USO member agencies, including members of standing committees related to the Department of Operations, other USO Committees, and other members selected for their special qualifications in the field of research. Functions: (1) To define the type and scope of needed studies and research and to make recommendations for specific projects. (2) To assist in the formulation of plans for agreed studies. (3) To review the findings of studies and to advise on methods of dissemination for effective use.

### PART III

#### THE RANGE OF USO SERVICES IN CONTINENTAL UNITED STATES AND OVERSEAS.

The following brief descriptions show the comprehensive nature and extent of services conducted under USO auspices in Continental United States and at overseas bases.

##### USO Clubs

USO member agency services are usually centered in a USO club. Some of the club buildings were built by the Government but more have been rented or borrowed and have been furnished by USO or by gifts from individuals, firms, or patriotic organizations in the community. USO clubs are the heart of USO activities. The more "homelike" and comfortable they are, the better men like them.

The facilities provided in USO clubs are devised to meet the personal needs of men and women in uniform in their off-duty hours, personal services of the kind soldiers, sailors and service women understand and appreciate. They usually include reading, writing and meeting rooms, playrooms, rest rooms and shower baths, check rooms, kitchens, stages for amateur theatricals and "snack" bars. Their equipment frequently includes radios, telephones, typewriters, books, magazines and stationery, musical instruments, motion pictures, games, lockers, and hobby materials. Frequent dances are held and religious materials, lectures and discussion groups are available to those who want them.

##### USO Lounges and Travelers Aid Services

USO-Travelers Aid Service is available in railroad and bus terminals and in USO clubs, where the service is needed. This program is designed to meet, through the services of caseworkers, the individual needs of those in the armed forces, members of their families, or war production workers who find themselves in difficulty while away from home. Information on transportation, housing, local commercial, recreational and other community resources is provided. Travel service is given to aid the inexperienced or handicapped traveler who needs to have help in planning a schedule, who needs to be aided with transfer at a change point or to be met at destination and connected with relatives or friends. Social case work service is available for persons whose problems need more social planning.

The USO Lounges under the supervision of the National Travelers Aid Association are established to afford the hospitality services needed in transportation centers for troops-in-transit. These provide facilities for reading, resting and writing letters, information service, and other personal services without charge, such as showers, clothes pressing and barber shop facilities.

The agreement between USO and Red Cross concerning their respective fields of activity is outlined on a later page. It should be noted that



the Red Cross, under its agreement, serves troops on the trains in transit and also on trains while standing at the tracks at railroad depots. If men have a long wait at a depot, they usually seek the USO Lounges, since the Red Cross does not provide recreation and other USO services inside the depots.

#### Mobile and Maneuvers Services

Great numbers of soldiers and sailors in the United States are assigned for duty or training at locations outside major Army and Navy reservations where there are often no adequate recreational facilities and no USO clubs situated in adjacent communities. These men are frequently on long-hour duty and have infrequent leave. They may be sentries guarding bridges, Coast Guards patrolling miles of lonely beaches, detachments on desolate but strategic islands off shore, small garrisons in isolated rural spots, or members of large armies engaged in maneuvers.

These men rarely, if ever, get to USO clubs, so USO goes to them with services arranged through the Division of Mobile and Maneuvers Services of the Department of Operations. Mobile Service Club Units visit them with movies, stationery, books, magazines, religious and other reading material, games and refreshments. Quite often the nearest town or village is a very small community and in order to arrange dances, home hospitality, or other social activities, it becomes necessary for Mobile and Maneuvers Service workers, not only to cooperate with the Naval and Military authorities, but with whatever local groups or committees that may assist in those communities.

Since this activity, unlike other USO services excepting USO-Camp Shows, is conducted almost wholly within Military and Naval posts and stations, it is operated under the control and supervision of the United States Army in accordance with War Department memorandum W-210-20-43, issued by the order of the Secretary of War.

#### Overseas Service

In addition to its nationwide activities which function under the direction of the Department of Operations in Continental United States, USO operates at off-shore bases through its Overseas Department at the request of the War Department. It operates only in those overseas territories which have been assigned to it by the War Department. Prominent among these territories are the war bases leased from Great Britain, which extend from Newfoundland to the Atlantic Coast of South America.

USO overseas units are to be found in the Hawaiian Islands, certain parts of Alaska, certain places in Canada, in Newfoundland, Bermuda, Cuba, Jamaica, Puerto Rico, Trinidad, the Panama Canal area, various islands of the Caribbean, and places on the northeastern coast of South America, as well as in the Guianas and Brazil. Other territories have been assigned to the Red Cross by the United States military authorities, with the exception that the USO-Camp Shows are presented anywhere in the world where requested by the War Department.



## USO-Camp Shows, Inc.

Through its affiliate, USO-Camp Shows, Inc., USO operates the biggest amusement organization in American theatrical history.

Free theatrical entertainment is being given in over 1,000 camps and bases as a result of the War and Navy Departments' request that the USO aid in army post and navy station entertainment. The USO, in cooperation with the entertainment industry, has organized and pays for professional road companies including Broadway hit plays, musical shows and vaudeville entertainment. It operates three circuits -- the red, white and blue -- which play before servicemen and women in most army camps and navy bases about once every two weeks. Although each circuit contains similar talent, the red circuit units are routed to larger camps, the white to medium size camps and the blue to smaller camps.

In addition to these three circuits, concert musicians, actors, "name bands" hollywood stars and comedians are volunteering performances.

## Community-Conducted Operations

One of the features of USO Services to men and women in the armed forces is the cooperation offered by local committees through Community-Conducted Operations.

USO Community-Conducted Operations for military personnel came into being in many of the larger cities of the country and in hundreds of smaller towns and communities as the direct result of the spontaneous desire of hundreds of thousands of patriotic Americans to render every possible service. In these large cities and smaller communities the task of providing for the entertainment and the spiritual and educational needs of our fighting men and women was recognized as the natural responsibility of civilians of all faiths and ranks of life. It is the enthusiasm and generosity of these volunteers that have made it possible for USO to extend its services through Community-Conducted Operations far beyond what they otherwise could be.

Naturally, these men and women turn to USO for assistance in setting up their organization as a channel through which their volunteer energies can be directed and also in seeking counsel in conducting their activities in a manner consistent with the national policy of USO.

Through the special Division of Community Operations at national headquarters, which is a division of the Department of Operations in Continental United States, and through the USO Regional Offices throughout the country, USO acts in a consultative and advisory capacity to the local committees and offers every assistance in its power toward making local services sound and effective. The activities and services provided by USO committees and councils of Community-Conducted Operations, are, however, primarily within their own direct control and authority. Scattered over 47 states, the workers in Community-Conducted Operations are playing a great part in the total program of USO. Community-conducted clubs are entitled to receive similar services, program material, etc., as agency designated clubs. (See Manual for Community-Conducted Operations).



## Service to War Workers

War production is vital to victory. The welfare of men and women in war industry is therefore of paramount importance since their level of efficiency depends greatly upon their physical and emotional condition. USO service for workers in industry is provided at the direct request of the Federal Government, which recognizes that to keep the fighting men effective, the forces behind the lines must also be effective. Like the new soldier in camp, war workers are often strangers in the overcrowded industrial towns. They have no place to go and seldom have any acquaintances, much less family or friends.

The service of USO in industrial areas is designed only to supplement the work being done by local social agencies, if any, and to cooperate with public and private efforts in stimulating all local resources. Experience with the workers themselves shows that they lack no initiative in trying to create better conditions for themselves in their spare hours. Frequently they plan and finance programs themselves and the USO workers find that their advice and direction are equally welcomed. USO works with them rather than for them. The workers receiving cooperation from USO are men and women employed in war production plants, wives and children of men in war production plants, and women employed in services related to the war effort, such as cafeteria and laundry workers around production camps. See also Part V, B. Such services are organized in greatly over-burdened and usually in isolated communities.

## Service to Women in the Armed Forces and Civilian Services

Apart from service to women and girls on assembly lines of war industries, USO also renders service to women in other war and civilian activities. These include the wives and mothers of servicemen, women and girls in agricultural trades related to the war effort, women in the armed forces, junior and senior volunteer hostesses, civilian service groups in Washington and elsewhere, and students training for war work.

USO centers and facilities are open to all members of the armed forces. Members of women's units and auxiliaries, such as WAOS, WAVES, SPARS and WAFS, Marines, Army and Navy nurses, are individually eligible to participate in all services offered by the USO. When not in uniform, women members of the armed forces may be required to present satisfactory credentials.

All plans for the establishment of facilities and services to women in the armed forces should be developed under the direction of a local committee of responsible women. Such a committee may serve either as an operating committee in itself or as a committee responsible to an operating committee. These services for women should be integrated with other services for women and under the auspices of a USO Council or Committee.

## Service to Merchant Seamen

Committees and Councils should welcome merchant seamen in the same spirit as servicemen in uniform are welcomed. Experience shows that their needs are not generally recreational, but the men seek information and other personal services. Such help as USO can provide in these fields is mainly incidental.



being a service of convenience and accommodation as occasion may arise. As many members of the Merchant Marine are not in uniform, it is necessary that each man appearing at any USO club or center exhibit his identification.

It should be borne in mind that the United Seamen's Service was founded in 1942 primarily to meet the rest and relief needs of the men in the Merchant Marine all over the world. USO has no intention of competing with and of duplicating the type of services rendered by this organization. The United Seamen's Service functions chiefly in the principal shipping ports of the United Nations and in providing for the men of this vital and heroic service is meeting a need deeply appreciated by all ranks of the Merchant Marine.

#### Service to Negroes

USO policies and practices are so planned that in accordance with the basic premises of USO, increased understanding and tolerance between different groups in American life will result. The problems in providing adequate services for Negroes are given due consideration at all times.

It is the policy of USO through its local units, field workers, councils and committees, to give all possible aid toward providing services for Negro troops and war workers, particularly where local welfare and recreational resources are limited. The morale of the Negro troops and Negro war workers in our national effort is most important.

In some communities separate facilities are necessary. In other communities adequate services may be provided in the same facilities. Local community attitudes, state and local laws, and army regulations are taken into account. Wherever the camp is located, the USO endeavors to help the entire community regardless of race.

USO Staff Conferences and Training Institutes are conducted on a basis which recognizes that Negro and white workers of USO, or any of its member agencies, are working in a professional relationship and should be able to participate accordingly.

Close cooperation with chaplains, Special Service Officers of the Army and Navy, and other camp officials, and with national and local Community Chest organizations is maintained in order to provide the best possible service to Negro troops and war workers.

In addition to the usual program, USO may be called upon to furnish added services and facilities which are not otherwise available to Negro troops.



## PART IV

### USO PROGRAM -- PRINCIPLES AND OBJECTIVES

The common task of USO is to provide services not otherwise available in the communities near camps and certain war industries, where the men and women of our military and naval forces and those in war industries spend their leisure time. The development of friendly and wholesome contacts between persons in civilian and military life is a major function of USO, directed toward helping service men and women adjust themselves to their new conditions of life with enthusiasm and high morale.

The programs vary, depending upon local needs and resources. Each agency naturally emphasizes certain aspects of work reflecting its particular philosophy and approach. Local needs are determined on the basis of first-hand study, which includes consultation with military authorities, local citizens' groups, and government officials. USO seeks to avoid any assumption of public agency functions. USO Councils and Committees are not organized as over-all community planning bodies. They are responsible only for making USO services effective.

The ultimate purpose of USO program is the lasting values which accrue to the individual participant through USO's varied services and activities. USO program is divided broadly into three major categories -- Activities, Services and Participation in the social life of the community. The things which the USO program strives to do for people are conceived of in positive terms:

Activities and services not only provide entertainment and relaxation but they may also help people to have a sense of worth and self respect as individuals. A feeling of belonging and security is important for all people, but for those in new and strange surroundings it is of particular importance. The program in the club is directed toward helping people attain the kind of acceptance which develops such feelings.

In normal life relaxation and diversion from routine and responsibility can generally be obtained by most persons. Under present war conditions members of the armed forces and war production workers not only have a much greater need to obtain release from strain and tension, routine and regimentation, but the very conditions under which they live make it extremely difficult for them to find opportunities to obtain needed relaxation.

For many, the greatest hardship imposed by present conditions is not the sacrifice or physical difficulties but the highly organized living which often produces dependence and emotional and mental sterility. Thus, it is important that the USO program strive to provide opportunities for people to keep alive spiritually, to discover new experiences, to continue thinking and learning as in civilian life.



The strain of living in a military environment and in a congested war community requires that USO keep especially alert to the problems which the individual may have in adjusting himself to new conditions. This implies not only a concern for helping individuals who seek assistance in solving their problems but also that the total program contributes toward the individual's stability and wholeness of personality.

Effective program planning is employed to direct services and activities toward the attainment of the above objectives. Emphasis is given to planning with people rather than for them. This principle is applicable in serving individuals who are concerned with their personal needs, and in serving groups. Members of the armed forces and war workers who come to USO clubs are at all times regarded as participants, active, passive or potential rather than recipients.

Effective planning with the person who is confronted with difficulties which he cannot cope with alone, endeavors to utilize the individual's potential strengths to help himself. These personal difficulties may be related to environmental restrictions, to a temporary limitation of the individual's own abilities to act, or a combination of both. Individualized service aims to help such a person make effective use of the agency's and community's resources in finding a solution.

Effective planning aims at providing the opportunity for Broad Participation in all events or activities. Among the participants there are always a number of people who find satisfaction in filling some leadership part in activities or events. By providing opportunities for leadership from within the group to play a part in the program, significant experiences are made possible for those individuals who in turn by their participation encourage others to take part and to feel that the program is theirs.

Planning with the group or in consultation with individuals assumes that the program will be developed on the Level of Interest of the Participants and that it will be Guided by their Interest and Needs. As far as possible an Individualized Program is developed, permitting people to participate in terms of their Particular capabilities and interests. In planning events and activities recognition is given to the fact that the Character of the Group has at least as much Influence upon the Individual as the event or activity itself.

USO services are available to all members of the armed forces, merchant seamen, wives of servicemen, and to war production workers in over-burdened communities. The individualized character of the program makes it possible to give particular attention to the needs of individuals or groups, such as minority groups, religious or racial groups, women and girls, etc.

The range of USO local program can be outlined as follows:

1. Club building services, including lounges; reading and writing facilities, games (checkers, ping pong, etc.); light refreshments; overnight sleeping accommodations



on a limited scale if required; provision for meetings and social functions. An effort will be made to provide a friendly, attractive and homelike "club house" atmosphere for members of the armed forces and their guests.

2. Social events, including dances, in cooperation with Special Service and recreation officers, providing opportunity for wholesome community contacts.
3. Counsel, guidance and case work service covering the full range of personal problems.
4. Religious services and religious activities for those of different faiths, in cooperation with the chaplains in camp and with the churches in the community.
5. Home hospitality, in the largest measure possible, to provide congenial associations that lead to normal friendships.
6. Entertainment: games and self-directed activities.
7. Group activities: including special interest or hobby groups, discussion groups, cultural groups, particularly in dramatics and music.
8. Cooperation with educational and cultural programs in camp.
9. Hospital visiting, under the direction of and with the cooperation of the American Red Cross and camp chaplains.
10. Information service, regarding:
  - (1) Room registry for enlisted men, and non-commissioned officers and commissioned officers, civilian employees of Army and Navy posts, who must provide homes for their wives and families, and for workers in war production industries;
  - (2) Transportation facilities, railroad and bus schedules to and from camps; information for wives and other relatives and friends who wish to visit service men and defense workers;
  - (3) Recreational resources, places of interest, other community resources;
  - (4) Aid in locating soldiers, in nearby camps when families and friends come to visit them.
11. Where other social agencies do not exist, aid to transient soldiers and sailors on leave or on furlough who require help in securing transportation or a place to stay. Similarly, aid to wives and other relatives and to friends of members of the armed forces who come to these communities.

## PART V

### PROCEDURES FOR ESTABLISHING USO SERVICES UNDER MEMBER AGENCY AUSPICES

#### A. Military and Industrial

##### Determining the Need

As a national organization, USO is primarily responsible for making its services available in communities where the needs of members of the armed forces in nearby camps and naval stations and those of war production workers in industrial centers are beyond the capacity of local resources to meet. It is also a channel through which local individuals and groups can be organized, through USO Councils and Committees, to cooperate in satisfying local needs, as in certain larger cities.

In determining the need for USO services and in making agency assignments for the operation of clubs, the total recreation problem and the resources of the community or area to be served should be considered. These can be determined only after the fullest consultation with local representative citizens and groups. Existing USO Councils, Defense Councils, churches, local USO member agency executives, other social planning bodies such as Councils of Social Agencies, and representative responsible citizens are to be consulted.

The USO Regional Executive should make the initial approach to new communities. He also studies the need for additional services in a community. This approach is usually made in cooperation with the Regional Recreation Representative of the Office of Community War Services of FSA. When necessary, he may appoint one of his associates or an Agency Regional Supervisor to represent USO for him on subsequent visits. The findings of the USO Regional Executive are communicated to the Agency Regional Supervisors and are made the basis of Regional Staff Conference recommendations.

It is understood that before any agency begins local operations in accordance with authorizations summarized in the Plan Book, the Regional Supervisors will have conferred with:

1. Local agency representatives;
2. Other local planning bodies;
3. F.S.A. representative;
4. Local USO Councils and Staff Conferences, where they exist.

##### Determining the Type and Extent of Need

To determine the amount of "overload" and whether it is beyond the capacity of local agencies to meet or is within the scope of services provided by the six USO member agencies, data should be secured providing answers to the following: -



1. Has the community been designated as a Military or Naval Area or as a Defense Impact Area?
2. How much has the military population or the war industrial worker population increased? If so, in what numbers?
3. To what extent and in what ways are agencies now in the community seeking to meet the expanded needs?
4. What further services are needed to meet the war emergency needs?
5. To what extent can and will the local community provide these new needed services?
6. What other local factors, in addition to those suggested above, should be considered?
7. What assistance, in addition to local resources, is needed to meet these new or expanded needs?
8. What groups and responsible individuals are requesting USO services?
9. What assistance through USO-- of facilities or personnel-- seems needed and justified?

The USO Regional Executive and the Agency Regional Supervisors should make every effort to develop common agreements regarding the type and extent of the need following comparisons of information from individuals and groups, local community attitudes and general statistics.

#### How a Designation is Made

1. When it is determined that there is need for a USO Operation, the Regional Staff Conference discusses what facilities are needed, size of staff, and the agency or agencies to be designated for operation of the service.
2. In arriving at a recommendation concerning an agency designation, three sets of factors are considered.

##### (1) Constituency and Community factors

- a. The military or war industry worker constituencies to be served.
- b. The local community--its background, local organizations, expressions of community interest, religious affiliations, etc.

(2) Type of Operation

- a. Single Agency Operation: Used in a community or area where workers from different agencies are needed in separate quarters to provide well-rounded service with workers of different religious backgrounds and for different constituencies, and where separate and adequate space is available. Single agency operation is also used where only one operation exists.
- b. Joint Agency Operation: (two or more agencies in a building, not including agency workers who may have desk space in a building).

Factors which determine Joint Agency Operation are:

- (a) Where the needs of the constituency or constituencies can best be served with a staff composed of workers of two or more agencies, with joint agency planning and activities, in shared quarters.
- (b) Where the extent and type of the need calls for services of more than one agency but the need justifies one set of quarters only.
- (c) Where the facilities available are reasonably adequate for the service and the constituencies to be served.

(3) Organizational and Administrative Factors

- a. The total number of designations by agencies--equitable distribution of the load.
- b. Acceptability of the assignment to the agency.
- c. Availability of personnel of the agency.
- d. Practical operations, considerations.
- e. The probable cost of the operation, including rent, rehabilitation, maintenance and furnishings and equipment.
- f. The justification of the expenditures contemplated, taking into account the cost of other operations, if any, existing or proposed in the total area tributary to a camp or industrial center.

The USO Regional Executive should see that the above factors are fully considered. In cases where agreement in the Regional



Staff Conference is difficult to attain he must be prepared to make specific recommendations. The USO Regional Executive must ascertain the attitudes of responsible local citizens about agency designations and see that these are taken into account by the Regional Staff Conference. He must interpret the basis of USO operation through agency designations to local leaders, and see that local leaders and that local judgments are given full consideration in determining the extent of services, their date of starting, and the total plan of operation to be recommended by the Regional Staff Conference.

#### Procedures on Recommendations

1. The recommendation of the Regional Staff Conference is transmitted to the Committee on Field Operations in the form of minutes, and also on the form provided for this purpose giving all the information available regarding the reasons for making the designation and attaching copies of any field reports or communications giving supplementary information. Copy of this form is to be sent to the National Agency concerned.
2. At the meeting of the Committee on Field Operations, the Regional Staff minutes are reviewed. These have been made available to the National USO office and to the members of the Committee on Field Operations. Recommendations regarding operation for war production workers are usually referred directly to the Industrial Committee for recommendation to the Committee on Field Operations.
3. The Committee on Field Operations then makes its recommendations to the Conference of Executives, based on the factors listed above and on the data provided through the Regional Staff Conference.
4. After approval by the Conference of Executives, the Director of Operations reviews and certifies the recommendations for designations and budget authorizations to the President of USO for his approval. The Director of Operations is responsible to the President for advising him regarding the recommendations being made. A designation is authorized only after the President has signed the list of Authorizations for Designations, a copy of which is sent to each national agency office. Copies of these authorizations are distributed as part of the minutes of the Committee on Field Operations.
5. The USO Regional Executive is responsible for notifying the USO Council and any other local groups or individuals concerned about the designations authorized and for any necessary interpretation of the reasons therefor. The national offices of USO member agencies are responsible

for notifying their local representatives of the specific agency designations and the total plan of operation in the community. When staff is placed, the national agency office will be responsible for notifying, in advance, its own representatives and others concerned, such as the Chairman of the USO Council and the FSA Representative.

#### How a USO Operation is Established after Authorization

Factors involved in the establishment of an operation after it is authorized are given in detail in Part VI of the Manual.

#### B. Special Considerations Relating to Service of War Production Workers

##### Conditions of Service

USO has from its beginning recognized the need of building morale in the war production army as well as the military. Programs, separately and jointly, include service to those communities where the sudden influx of industrial workers has created problems of housing, health, recreation and family life for which existing facilities are inadequate.

As in case of USO service where a military load exists, the same principles are observed regarding USO responsibilities in war production areas. These are where there is an over-load of community services directly related to an influx of war production workers, clearly beyond the capacity of local agencies to meet, even with large adjustments, but where worthwhile and substantial service can be provided through a USO unit or organized through USO leadership. Generally, only more isolated communities can be considered. Again, as in the case of military areas, USO service will, in cooperation with public and private efforts, seek to stimulate local resources to the capacity level of the community. Where the need is beyond local capacity, USO will lend aid of the various kinds which constitute the programs of its six member agencies.

##### The USO Program

Special emphasis is placed in USO services for war production workers on:

1. Counselling on individual problems and aid in meeting them.
2. Special individualized service to those stranded in the community, and information service on local resources for industrial strangers.
3. Educational and recreational efforts such as social events, dramatics, music, discussions and sports.
4. Help to community leaders in assimilating newcomers into community relationships, and to the workers and their families in establishing a sense of community responsibility and a sense of security.



5. Opportunities for developing social, moral and spiritual values which will serve during and beyond the war emergency.

## Procedure

### 1. New Operations

Any new operations, other than those established or contemplated in the Plan Book shall be undertaken only in communities where it is deemed that such facilities cannot be provided and financed locally. Usually, only smaller and quite isolated communities can be considered.

All additional operations or extensions of existing operations for industrial war workers shall be established in accordance with regular USO supervisory and administrative procedure. Including prior consultation and agreement with a representative USO Council or other responsible community group.

### 2. Transfer of Operations to Local Control

In communities where USO has established or shall establish operating clubs or units, USO through its regular supervisory and administrative bodies, lay and professional, shall seek to transfer progressively, all responsibility for future operation of present USO activities to local USO Councils or to other competent and established local agencies as local ability is demonstrated. Local labor unions should be encouraged to take active part.

### 3. Review by the Committee on War Production Services

The Committee on War Production Services should review periodically all existing or contemplated operations in industrial areas, community by community, to recommend the steps necessary to conform to the policies agreed upon for industrial areas, and make recommendations to the Conference of Executives, through the Committee on Field Operations.

## Program Data Required

The minimum survey data regarding each community, that is required by the Committee on Field Operations for its consideration in making recommendations for USO services is outlined in the Appendix. This information should be gathered and submitted in relation to the answers to the questions (1) to (9) in Part V-A-Military and Industrial, that are necessary for determining the type and extent of the need. A copy of this survey outline should be sent by the Regional Executive to the Chairman of the Industrial Committee to be used as a basis for recommendations to the Committee on Field Operations.

## PART VI

### PROCEDURES FOR ESTABLISHING AND MAINTAINING AN OPERATION AFTER AUTHORIZATION

#### A. Securing Personnel and Facilities

USO authorization and designation of a service operation is recorded in the minutes of the Committee on Field Operations in the schedule of "Authorizations for Designations and Budget Allocations" signed by the President. Upon notification of such authorization the Regional Executive will inform the local USO Council, if such notification is necessary.

USO is obligated to provide the agency or agencies designated with the necessary operating funds and with the premises and equipment required. The assignment of responsibility and delegation of authority for securing personnel, premises and for determining upon alterations, renovations, furnishings and equipment, is as follows:

#### Personnel to be selected:

Personnel is secured and appointed by each national agency concerned. The time of placement is made in consultation with the USO Regional Executive, for assurance that local conditions are right for placement. In placement of staff in Joint Agency Operations, consultation between the agencies involved is necessary to assure the selection of persons with the varied qualifications and skills needed, and at appropriate salaries.

#### Securing Suitable Quarters

1. The USO Regional Executives are charged with responsibility for the provision of suitable premises in which USO Agency Operations are conducted, and for the maintenance of such premises in proper standards of physical condition.

The USO Regional Executive is responsible for assigning the work of locating a possible rental. When there is available a USO Area Representative or USO Regional Associate the task will be assigned to him or her, in consultation with the Club Director, and Agency Regional Supervisor. Otherwise, the responsibility will be assigned to the local Club Director or the Agency Regional Supervisor for a Single Agency Operation, or for a Joint Agency Operation, to the Director or Agency Regional Supervisor, in consultation with the other agencies to be represented in the building.

2. The person assigned to locate possible rentals (USO Area Representative, Club Director, and/or agency Regional Supervisor) will provide the Regional Executive with information about the kind and type of rentals available, the rent to be paid therefor and the proposed lease conditions.



3. If the information is complete as indicated above, the Regional Director of Building Services, at the request of the Regional Executive, will visit the buildings, consult as to which is the most desirable, aid in the selection and prepare estimates of cost for alterations, renovations, and furnishings. The Regional Director of Building Services will then report his recommendations to the Regional Executive.
4. The annual rental to be paid and the cost of renovations shall be transmitted from the Regional Executive to the Director of Building Services for transmittal with recommendation to the Director of Operations, Continental United States.

When the appropriation for renovations and furnishings is less than \$1000.00 and the annual rental is less than \$1200.00, the Regional Executive has authority to execute a lease on a standard USO Lease Form.

When the appropriation for renovations and furnishings exceed \$1000.00, the Regional Executive may execute the standard USO leases after the appropriations for renovations and furnishings and the rental have been approved by the appropriate authority.

When either or both the annual rental or the appropriation for renovations and furnishings exceed the limits of \$10,000.00, the Executive Committee will authorize the execution of the lease.

#### Execution of Leases

5. Wherever possible leases should be consummated for the duration, plus six months, with a sixty-day cancellation clause at the option of USO. Where no such cancellation clause can be secured, the maximum period for which a lease should be signed is one year. If the lease is not a standard USO lease, or not standard in any of its provisions, the Regional Executive shall submit five copies through the Director of Operations or his designated line associate, to the Assistant Secretary of the Board of Directors at National Headquarters for review by the USO General Counsel and special signature by the President. The Assistant Secretary shall then distribute the five copies as indicated below.
6. All leases executed on the standard USO Lease Form, whether for a Single Agency Operation, or a Joint Agency Operation, shall be executed by the Regional Executive acting on behalf of USO, and on the authority of the President or higher authorities.
7. Five copies of each standard USO lease shall be prepared and distributed by the Regional Executive, or by the Assistant Secretary as follows:
  - (1) Landlord, (Lessor), signatory copy.
  - (2) USO National Headquarters, Empire State Bldg., New York 1, New York, (Lessee), signatory copy.
  - (3) USO Regional Office, copy.
  - (4) Operating Agency, copy.
  - (5) Club Director, copy.

8. All copies of each lease shall carry the following signed endorsement by the Regional Director of Building Services, "Clauses pertaining to equipment reviewed and approved."

#### Agency Owned Properties

9. Any regular use for USO operations with or without rental charge, of the property of an agency or of an affiliate of an agency or any expenditure for rehabilitation or extension of such a property in any amount whatever shall require the prior approval by the President of USO, on request of the executive head of the agency. Such properties should only be used when they are definitely the most suitable available facilities. The full terms and conditions of the lease and a statement of recommended renovations and their costs shall accompany requests for approval.
10. A facility may be leased prior to the placement of any of the total number of staff designated. The total building maintenance and program budget is available when the first professional staff member is actually on location. It is understood that office space or temporary quarters may be secured by the local Director in consultation with the Regional Supervisor pending completion of arrangements for facilities by the Regional Executive and USO Regional Director of Building Services, and, if necessary during renovations.

#### Alterations and Maintenance

11. The USO Regional Director of Building Services will prepare the building layout, and if local architectural service is required, will select a local architect.
12. The Regional Director of Building Services is charged with the responsibility for recommending necessary building alterations, renovations and furnishings for new approved operations, for conducting periodic inspections of all premises to appraise the need for rehabilitation and maintenance work and for the performance of all current maintenance, repairs and replacement work over and above the day to day requirements handled by the Club Director. Such work, which is financed under the USO Building Budget, includes the following:

All major projects involving sizable expenditures and technical direction; usually all work beyond the capacity of the house staff to perform.

Periodic re-surfacing and re-treatment of floors.

Re-decorating and new color schemes.

Major repairs to the interior and exterior of the building and mechanical plant.

Overhauling, re-upholstering and re-finishing of furniture.

Changes and additions and new furniture and equipment.



13. The Regional Director of Building Services and Regional Executive are responsible for negotiating contracts for the performance of such work.

Final authorization for allocations from the USO Building Budget for alterations, renovations and furnishings of Agency Operated USO Clubs and Service Units, where the establishment of the operation has been formally approved in accordance with established practice, additions and expansion of facilities, and maintenance and repair and replacements essential to the current operation thereof.

If the amount of the expenditure involved does not exceed:

\$1,000	Regional Executive
5,000	Director of Operations, Continental U.S.
10,000	President

If the amount of the expenditure involved does exceed:

\$10,000	Executive Committee
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The Club Director has authority to spend from the Club Budget for items essential to the current operation of the facilities where the expenditure involved does not exceed \$50.00 on any one job and when the total expenditures are within the authorized annual budget.

14. Where emergency conditions require the immediate performance of maintenance, repair or replacement work outside the normal jurisdiction of the Club Director, and the Regional Director of Building Services is unable or considers it unnecessary personally to inspect the premises and supervise the work, he may authorize the Club Director to proceed, provided the cost of the project does not exceed \$500.

Such authority must be given to the Club Director in writing or by telegram, and reported "post facto" to the Regional Executive. Such cost is chargeable against the USO Building Budget.

15. The Regional Director of Building Services, at his discretion, has authority to approve expenditures up to \$100 at any one time for renovations, furnishings, maintenance and repairs (not for overages) without further specific authorization. This authority covers individual jobs not associated with formal projects covered by the authorities described. Such amounts shall be charged against Job Number BS-100. Commitments and approval of payment under this authority shall be recorded and reported periodically to the USO Director of Building Services as directed by him.
16. Commitments against building budget allocations shall be established by the Regional Directors of Building Services within the limit of the allocation, and shall be executed under such limits, as follows:

## Formal Contracts

If the amount of the contract  
does not exceed \$5,000

By the Regional Executive

If the amount of the contract  
exceeds \$5,000

By the President

Work orders, Miscellaneous  
Purchases and Withdrawal Orders

By the Regional Director of  
Building Services

17. The local Club Director, at the expense of his club budget, is charged with the responsibility for all minor repair and replacement work essential to maintaining the premises in efficient and proper operating conditions and for bringing to the attention of the Regional Director of Building Services in the interim between periodic inspections of building and furnishings, conditions requiring attention which are beyond the scope of the Club Director's normal responsibility. The general scope of his responsibilities is as follows:

Minor repairs and maintenance incidental to the requirements of daily operation which are nominal in cost, which the Club Director can readily administer and which are usually performed by the house staff. This includes janitor service, housekeeping, regular maintenance of surfaces, miscellaneous repainting as required between decorating periods, odd jobs, servicing of mechanical equipment, routine care and minor repairs of furniture and occasional replacement and additions thereto.

In case of more extensive needs and in emergencies, it is the Club Director's further responsibility to notify the Regional Director of Building Services. The Club Director and Agency Supervisor are thereafter responsible for following up such notifications to see to it that appropriate action is taken within a reasonable time.

Bills which are chargeable to the local Club Budget shall be approved and paid by the Club Director and reported in accordance with established Agency procedure.

Day by day building and furnishings maintenance, repair and replacement, described as within the normal responsibility of the Club Director shall be performed locally under the supervision of the Club Director.

Where major work described as within the normal responsibility of the USO Regional Director of Building Services is required, this fact shall be brought to the attention of the Regional Director of Building Services by the Club Director. Such notification shall, in all cases, be formally in writing.

18. The Regional Director of Building Services shall investigate the need, estimate the cost and report his recommendations to the Regional Executive on a form provided for the purpose, three copies of which shall



be prepared. The Regional Executive shall then review the recommendation, and if he approves, shall proceed as follows:

If the total amount does not exceed \$1,000, he shall sign all copies in the space provided for "Final Authorization" (jobs receiving final authorization in the region are known as Field Authorizations). He shall then arrange for the Regional Director of Building Services to record the authorization and to assign job numbers and shall forward one copy of the Field Authorization to the Comptroller and one to the Director of Building Services. The job number assigned by the Regional Director of Building Services shall be from a series designated by the Director of Building Services and shall be so constructed as to identify separately, projects covering new or additional construction work and projects covering maintenance, repair or replacement work.

Note: In cases of minor amounts for repair and maintenance, the existing state of wear and tear will probably be the controlling factor for the Regional Executive's decision. For larger amounts, especially in the case of new work, additions or changes, the Regional Executive is expected to take into account the same factors which are considered by the Director of Operations and the President when allocations are approved at Headquarters, such as the tenure of the lease, the amount of previous expenditures, the size of the load, the probable permanency of the club, etc.

If the amount exceeds \$1,000 the Regional Executive shall sign all copies in the space provided for "Approved" and shall forward all three copies to the Director of Building Services for further action.

Upon receipt of job recommendation forms involving amounts in excess of \$1,000 which have been approved by the Regional Executive, the Director of Building Services shall transmit them to the Director of Operations with his recommendation for action. "Final Authorization" will be indicated on approved recommendations by the Director of Operations or the President, depending upon the magnitude. Such finally authorized job forms shall be returned to the Director of Building Services to be recorded and job numbers assigned. One copy shall then be forwarded to the Comptroller and one to the Regional Executive. The receipt of the signed copy by the Regional Executive will constitute his authority to proceed with the work.

The Regional Director of Building Services will instigate the necessary work in accordance with the authorities set forth above and will instruct the Club Director or Agency Regional Supervisor in relation to the assistance which may be required from the Club Director, and will review with the Club Director his responsibilities in the receiving and approving of bills. The supervision of the



work is the responsibility of the Regional Director of Building Services, except as he may require the assistance of the local Club Director.

Note: A Supplementary Job is defined as an authorization needed to finish a project for which an existing allocation has been made. If the original allocation was made in the region, the supplementary request is acted upon in the region, provided the extent of the supplement does not bring the total project beyond the authority of the Regional Executive. In the latter case, or if the original allocation was made at Headquarters, the supplementary request is acted upon at Headquarters.

All independent projects require new job numbers.

### Records

The Regional Director of Building Services will maintain a memorandum control of each job on forms provided for the purpose, on which he will record the amount of the authorization, the commitments, and the payments authorized. He will maintain such work sheets and other current and permanent records of the jobs as the Director of Building Services may direct.

At the end of each month the Regional Director of Building Services shall submit to the USO Director of Building Services a report of progress on active jobs and a "close-out" report on completed jobs.

The Director of Building Services will render a weekly summary to the Director of Operations and the Comptroller, listing all authorizations against the USO Building Budget which have been made during the previous week and, when appropriate, all jobs which have been reported "closed".

19. Bills for alteration work will be submitted by the contractor, to the architect, if any, or otherwise to the Club Director, in accordance with the terms of his agreement. The architect will forward the approved bill to the Regional Director of Building Services, who after approval, will send it to the USO Comptroller's office for payment.
20. Bills for architectural service are to be rendered to the Club Director in duplicate by the architect in accordance with the terms of his agreement. After approval, the Club Director and/or his Agency Supervisor will forward the original bill to the Regional Director of Building Services who, after approval, will forward it to the USO Comptroller's office for payment.

Approval of bills by the Club Director is to certify to the Regional Director of Building Services that the work has been performed or the goods delivered. The Regional Director of Building Services



may on personal inspection approve bills and forward to the USO Comptroller's office for payment without the Club Director's signature.

21. In considering alterations, changes or additions to Federal Recreation Buildings, it is important that:

- (1) The Federal Works Agency, through the Federal Security Agency, be requested to make such changes or additions, in accordance with instructions sent to the Field Representatives of F.S.A. and F.W.A.
- (2) If Federal Funds for such changes or additions cannot be made available, written permission should be secured from the Federal Security Agency representative for USO to make the changes. A copy of such F.S.A. permission should be forwarded to Director of Operations.

22. The Regional Director of Building Services will, in consultation with the Club Director, prepare the necessary layouts and color schemes for furnishings and equipment. The Club Director will be supplied with a copy of the layout showing how the furniture should be placed or arranged, together with a schedule of the equipment and samples of colors to be followed in painting and decorating. The Club Director is responsible for receiving the equipment, unpacking, checking, installing, arranging and approving bills therefor, the Regional Director of Building Services being called in from time to time as assistance may be required.

23. New furnishings and equipment which are chargeable to an Alterations and Furnishings Budget will be paid for by the USO Comptroller upon certification of the Regional Director of Building Services. Expenditures for purchases made under the provision of Section 22 shall be included within the total authorized allocation for each appropriate renovation and furnishings job. Orders for such furnishings and equipment will be placed in accordance with the following classifications:

- (1) Those Ordered by the USO Building Services Division from the USO Furniture Pool.

Withdrawal orders will be issued by the USO Director of Building Services upon requisition of the Regional Director of Building Services. Two copies of each withdrawal order will be sent to the Club Director. He will acknowledge receipt of the furniture by signing the blue copy and returning it to the USO Director of Building Services at Headquarters as directed thereon. He will retain the yellow copy for the regional office files.

- (2) Those Ordered by the USO Building Services Division, Not from the Pool.

Central purchase orders will be issued for this purpose by the USO Building Services Division to be handled

otherwise in the same manner as described in Paragraph (1). In some cases the USO Building Services Division will requisition these items from the USO Central Purchasing Department for procurement according to its regular purchase procedure.

(3) Those Ordered Locally Upon Instructions from the Regional Director of Building Services.

The Regional Director of Building Services will indicate to the Club Director which items of equipment are to be purchased locally and furnish specifications, if required, together with the budget allowances for the items. The Director and/or the Agency Regional Supervisor will make the purchases, approve the bills and forward them to the Regional Director of Building Services for approval, after which they are sent to the National USO Comptroller for payment.

(4) Local Cash Payments

Bills for freight and express on furniture and equipment shall be paid from the Club bank account by the Director, who shall indicate on his monthly report that they are chargeable to the USO Alteration and Furnishings Fund. The receipted bills shall be approved by the Club Director, marked "For Refund from Alteration and Furnishings Fund" and sent to the Regional Director of Building Services for approval. The Regional Director of Building Services will approve and record these bills and return them to the Club Director who will forward them to his agency comptroller to support the request for reimbursement.

In case of emergency, upon specific authority of the Regional Director of Building Services, local purchases requiring cash payment may also be handled in this manner.

24. Wherever the USO Building Budget is involved, the following controls shall be effective:

- (1) Expenditures for building renovations, furnishings and equipment made by Club Directors or by National Agencies on behalf of local clubs will be reimbursed by USO only if the bills bear the job number and signed approval of the Regional Director of Building Services.
- (2) Any unpaid bills for items of building renovations, furnishings and equipment which may reach the USO Comptroller through a national agency office, and which do not bear the job number and signed approval of the Regional Director of Building Services, must be referred to the Agency Comptroller for proper completion and resubmission.



### Special Notes

- (1) Special caution should be exercised to watch for all bills bearing cash discounts. Such bills should immediately be approved and forwarded by Air Mail to the USO Comptroller.
- (2) A Club Director in consultation with the agency Regional Supervisor may arrange for temporary office space or quarters pending completion of arrangements for renovations by USO Regional Executive and the Regional Director of Building Services and, if necessary, during renovations.

### B. Priority Application Procedure

The national policy of rationing building materials and equipment implemented by the priorities principle and the "Controlled Materials Plan" is in the public interest, and necessary to the war effort. USO cooperates with this national policy and meets the legal requirements involved.

The securing of "Authority to begin construction" from WPB is essential before work is started on renovations to USO clubs, "in all cases where the total cost of such work exceeds \$200". No one concerned with a renovation project of USO has authority to authorize contractors to proceed with construction work in advance of the issuance of "Authority to begin construction" and/or a priority rating. Any violation of this subjects the person involved and the agency to legal action and possible severe penalties.

### Application Forms

Requests for "Authority to begin construction" and priority ratings must be made on official application forms. The form, WPB-2570 (formerly PD-200c), is to be used ONLY when the total estimated cost of USO projects is less than \$10,000.

The form WPB-617, (formerly PD-200) is to be used ONLY when the total estimated cost of USO projects, is more than \$10,000.

The War Production Board has authorized filing of Forms WPB-2570 (for projects for which the total estimated cost is less than \$10,000), to be processed in its regional offices. These forms are to be signed by the Regional Executive or Associate or by the Regional Director of Building Services and submitted to the proper Regional Recreational Representative of O.C.W.S. (FSA). The covering letter should list pertinent facts connected with the application, such as the estimated load and other facts substantiating the need for USO service, the address, nature of proposed work, (alterations, renovations or new construction), the operating agency, the total estimated cost (exclusive of furnishings), and the names and titles of signers of any supporting letters which may be attached to and form a part of the application. A carbon copy of the transmittal letter should be sent to the Regional Recreational Representative of O.C.W.S.

The Regional Recreational Representative of O.C.W.S. (FSA) will forward the papers, together with his recommendation, to the appropriate regional office of the WPB which will process the case and notify the applicant of the action taken.

Carbon copies of the application and the transmittal letter should be forwarded to the Department of Operations, USO Headquarters with photostat copies of the approved application and form CMPL-224 authorizing construction and allotment of controlled materials. In the event an application is disapproved, a copy of the denial letter should be sent.

### Critical Materials

Critical materials, for which substitutes can be used, should not be requested. The War Production Board will only authorize use of equipment or materials which are vital to the war effort when the need is extremely urgent and substitute materials cannot be used.

The following list contains items which are likely to be eliminated from applications involving construction:

- Douglas Fir plywood
- Elevator machinery or materials for elevator repairs unless it can be shown that operation of an elevator is a necessity
- Expanded metal lath
- Mechanically refrigerated drinking fountains
- Metal Conduit for electric wiring
- Public Address Systems
- Rubber Covered Wire
- Ventilation or exhaust fan

### Supporting Letters

Supporting letters outlining the definite need for the proposed renovation should accompany applications. These supporting letters should be in triplicate, addressed to the War Production Board. The original should be attached to the application; the duplicate copy should be sent to National USO Headquarters and the third copy retained by the person filing the papers.

Letters should be obtained, if possible from Commanding Officers of units which the renovations are expected to serve, municipal authorities of the community, and should be supplemented by statements from the chairman of the USO Council or Committee, and the club director, which it is suggested might contain sufficient details of the proposed work and other information to facilitate proper consideration by WPB officials.

The supporting letters should answer the following questions:

- (1) For what purpose, related to the war effort, is the proposed renovation needed?



- (2) What is the approximate number of men and women in the military camp, or base, or war industry, for whom the renovation is needed? What is the relationship of the soldier, sailor or new war worker population to the normal civilian population of the community?
- (3) Is the building to be renovated the only existing suitable facility in the community that could be secured for the purpose?
- (4) To what extent will the facility be used? Actual attendance figures should be included where possible; otherwise, estimates can be used.
- (5) What physical changes in the structure are contemplated and why are these changes essential?

It is important that all projects be discussed at an early stage with the Regional Representative of the Recreation Section of the Office of Community War Services. War Production Board procedure requires that the Regional Representative O.C.W.S. shall "submit the application with recommendation for approval, denial, or modification" to the proper Regional Office of WPB.

#### C. Program Material

In general, program material will be budgeted and charged as follows:

##### Group 1 - Materials which will be provided through budgets assigned to National Agencies

- (1) Religious publications and articles.
- (2) Program materials of interest primarily to agency constituency.
- (3) Educational material for the use of agency volunteers.

##### Group 2 - Materials which will be provided through the budgets assigned to USO Headquarters

- (1) Education or program materials of general interest to all constituencies and to the USO public.
- (2) Education or program materials of interest to all professional staff members.
- (3) Education or program materials for volunteers insofar as it is of general character and does not pertain to volunteers serving in an agency capacity.

Material purchases should be budgeted and charged in accordance with the Purchasing Directory of the Central Purchasing Department of USO, effective June 1, 1943.

#### D. Program Equipment for New Operations

Program equipment is distinguished from program supplies by the fact that program supplies are expendable, that is, they are consumed in the operation of the facilities or program. In practice, goods which are consumed generally within six months to a year are termed "program supplies." More durable items are termed "program equipment."

The procedures for providing program equipment in new operations and in cases where clubs are moving to larger quarters or are having additions made to present quarters, are as follows:

1. Each Regional Director of USO Building Services is provided with a "Standard List of Program Equipment for Various Sizes of Operations." Each list contains basic and supplementary items and a maximum budget recommended for each type of facility, and shows the prices currently paid by the USO Central Purchasing Department for each item.
2. At the time he prepares estimates for renovations and furnishings for a new operation, the Regional Director of USO Building Services, using this Standard List as a guide and keeping within the recommended appropriation for the size of operation, will make out in quadruplicate, Requisition Form PE-1 (Field Requisition for Initial Complement Shipment of Program Equipment) and route as follows:

Original copy to USO Program Equipment and  
Maintenance Service Division;  
Second copy to National Agency Program Director  
concerned;  
Third copy to Agency Regional Supervisor concerned,  
Fourth copy to be retained by Regional Director of  
USO Building Services.

3. When preparing a list of needed program equipment and estimated budget for the operations mentioned above, the Regional Director of USO Building Services will confer with the Agency Regional Supervisor or the Club Director. In addition to the signature of the Regional Director of USO Building Services, each Requisition Form PE-1 should contain the signature of the Agency Regional Supervisor or the Club Director.
4. Upon receipt of Form PE-1 properly executed by the Regional Director of USO Building Services, the USO Program Equipment and Maintenance Services Division will review the recommended list of program equipment, and recommend its designation by the Director of Operations, Continental United States, to the new operation under consideration.
5. Subsequent to this authorization it will be the responsibility of the Director of Program Equipment and Maintenance Services Division to arrange with the USO Central Purchasing Division for the procurement of and/or shipment of this equipment from the USO Warehouse or the vendors.
6. Receiving Report Form (PD-4) must be used by USO Club Directors to acknowledge all merchandise received from the USO Central Purchasing



Department or one of its vendors. The original and duplicate copies should be sent directly to the USO Purchasing Department, and the triplicate retained in the unit's files. These Receiving Report Forms acknowledge receipt of merchandise and indicate its condition on arrival.

Note: Where merchandise is received from a vendor under Proxy Orders, a Receiving Report shall not be prepared.

## 7. Priority Rating

If a local vendor advises that a priority rating is required for purchase, a letter must be obtained stating lowest rating required, price, quantity, type and model number. This as well as a statement of need shall be sent with the original copy of Requisition Form PE-1 to USO Program Equipment and Maintenance Services Division, USO Headquarters, 350 Fifth Avenue, New York, 1, N. Y. Applications must not be made direct to a Government Agency.

### E. General Procedure for Obtaining Program Equipment for Established Operations

1. Additions and replacements of program equipment for established operations must be requisitioned by Club Directors on Form PE-2 Requisitions from the standard list of basic and supplementary equipment for various sizes of operations. In Joint Agency Operations the equipment must be requisitioned by the Director.
2. Any program equipment on the standard list of basic and supplementary equipment for various sizes of operations and costing less than \$50 may be purchased by Club Directors either locally or through the USO Central Purchasing Department without using PE-2 Requisitions. Such purchases are charged against the unit operating budgets. Program equipment costing less than \$50 may also be requisitioned on PE-2 Requisitions and routed through the channels mentioned below. When requisitioned in this manner, it will be charged against the USO program equipment appropriation.
3. Program equipment costing more than \$50 shall be requisitioned on Form PE-2, approved, if agency practice requires, by the Agency Regional Supervisor, and sent through the Agency Program Director to Program Equipment and Maintenance Services Division at USO Headquarters.
4. PE-2 Requisitions requesting basic items on the standard list for their type of operation will be recommended for authorization by the USO Program Equipment and Maintenance Services Division. Recommendations regarding requests for supplementary or what appears to be excessive or duplicate equipment will be based on the following considerations:
  - (1) Information about program equipment which Agency Headquarters have previously sent to operations;
  - (2) Information about program equipment which USO Program Equipment Services Division has sent to operations;

- (3) Information regarding the condition of similar equipment already in operations;
- (4) Similar equipment in other operations in the area;
- (5) Information about program equipment furnished for Federal Recreation Buildings by FSA;
- (6) Floor plans of buildings including information on renovations and enlargements;
- (7) Type of operation, building, facility, etc.;
- (8) USO Monthly Statistical Summaries and narrative reports;
- (9) Recommendations of agency Regional Supervisors;
- (10) Recommendations of agency Program Directors.

In cases of unusual requests, duplications or requests for supplementary program equipment, agreement will be reached with the agency Program Director whose operation is concerned before final decision is made. When a club director requests supplementary, duplicate or what appears to be an excessive amount of program equipment he should attach to the PE-2 Requisition a statement stating why it is needed.

#### Responsibilities of Club Directors:

1. To acquaint themselves with all phases of the procedure for requisitioning program equipment;
2. To investigate thoroughly the possibility of sharing program equipment with other clubs in the vicinity before requesting it;
3. To be certain, on the other hand, that there is enough equipment on hand to carry on a good program;
4. After careful consideration to request kind of equipment which can be used to best advantage in the operation;
  - (1) To use proper requisition form (Form PE-2 - Revised).
  - (2) To fill requisition in completely and properly and send in all necessary supporting evidence. Sheets 1 and 2 must be sent to the agency Program Director. Retain sheet 3 for unit files.
    - a. Because of their extreme scarcity, requests for 16mm motion picture projectors, dark room equipment and recorders must be accompanied by statements pointing out why and how seriously these items are needed.
    - b. Requests for public address systems must be accompanied by rough sketch of operation indicating exactly how PA system will be used. This sketch which should include the main dimensions will enable Program Equipment and Maintenance Services to send the correct system.
    - c. Suggestions for filling in Requisition Form PE-2:
      - (a) As far as possible, requisition all needed equipment at one time, giving quantity and exact description of all items needed.



- (b) State whether national or local purchase is recommended (Local purchases will be discussed below).
- (c) Signature of Club Director must be in ink. Typed name is not sufficient.
- (d) If another operation is to share equipment, signature of the Director of that operation must appear on requisition.
- (e) The reverse side of Requisition Form PE-2 must be filled in completely.

5. To check equipment on arrival and send in Receiving Report Form (PD-4).

#### Local Purchases

1. When local purchase of an item is recommended, give full details such as name of vendor, make, model, wattage, speaker ohms, price, guarantee, etc.
2. Exact cost of all items to be purchased locally must be shown on PE-2 Requisition. Requests for an indefinite sum of money or for blanket approval to buy equipment will not be accepted. Exact prices must be stated.
3. Local purchases over \$50. must not be made before permission is received from the Agency Program Director, if agency practice requires, on the recommendation of the Regional Supervisor. Operations cannot buy equipment and then request reimbursement. The USO Program Equipment and Maintenance Services Division or the USO Central Purchasing Department cannot accept responsibility for the quality of equipment bought locally. When permission has been received to make a local purchase:
  - (1) Have items billed to local unit;
  - (2) Pay bills in regular way by check;
  - (3) Enter such payments in club record of Cash Receipts and Disbursements identifying them as "USO Program Equipment";
  - (4) The cost of these items will be included in monthly reimbursement, but will not be charged to unit budget;
  - (5) Send duplicate of all invoices of local purchases to Agency Program Director and mark them "Duplicate for Agency Program Department".

(Sometimes a small USO Operation may not have sufficient money in its bank account to pay for program equipment bought locally. In such cases, the director may get a bill from the vendor for the exact amount of the equipment bought locally, approve the bill and send it via airmail to his or her Agency Program Director. If satisfactory, the Program Director will approve the bill and send it to the Agency Comptroller for payment.)

4. In view of the present scarcity of equipment, Club Directors can be of great assistance by buying program equipment locally.

Equipment bought locally should be checked for quality, suitability, reasonable price, guarantee and potential salvage value.

### Complaints

1. Everything possible is being done to obtain satisfactory program equipment and to see that it reaches USO operations in good condition. But the present quality of equipment and shipping conditions are such that there may be legitimate cause for complaint. Letters about condition of program equipment received from USO Headquarters or one of its vendors are to be sent to USO Program Equipment and Maintenance Services, USO Headquarters, 350 Fifth Avenue, New York, 1, N. Y., with a copy to the Agency Program Director. These letters must be sent within three days after the unsatisfactory equipment has been received.

### Handling of Claims, Repairs and Replacements of Program Equipment Received from USO Headquarters or One of Its Vendors.

1. Shipments of program equipment from USO Headquarters or one of its vendors are made via railroad freight or motor express, transportation charges collect. These transportation charges are to be paid out of the unit operating budgets. These shipments are insured for the full value of the equipment in each shipment and they are carefully inspected before being sent.
2. Club Directors must thoroughly check all shipments of equipment upon arrival in order to determine their condition. When signing the receipt, make it clear to the carrier that the shipment is being accepted subject to thorough examination of contents.
3. In cases where it is evident at once that equipment has been damaged in shipment, the Club Director should determine the extent of the damage, calling in someone who is familiar with this type of equipment, for advice, if necessary.
  - (1) When equipment is only slightly damaged, it is usually possible to make a satisfactory settlement with the local claim agent. Do not sign any papers stating that the shipment is acceptable until all arrangements have been made for settlement.
  - (2) When equipment is seriously damaged and cannot be repaired locally at a nominal cost, the Club Director should pay shipping charges but refuse shipment, immediately report to the local freight or express Agency Claim Department that the equipment in question was seriously damaged in shipment, and obtain from them and fill in a Bad Order Report stating who sent the shipment, how it was shipped, and the nature and extent of the damage. Send this Bad Order Report via airmail to USO Program Equipment and Maintenance Services.
4. In cases where it is possible that equipment has been sent from USO Headquarters or vendors in faulty condition, determine the extent of the repairs needed and do one of the following:



- (1) In cases where only minor repairs are needed, and their cost would not be more than the cost of crating and returning equipment to vendor, have the repairs made and charged to the club budget, and report the full case in duplicate to USO Program Equipment and Maintenance Services with copy to Agency Program Director.
  - (2) In cases where major repairs are needed, report full case in duplicate to USO Program Equipment and Maintenance Services with copy to Agency Program Director, and arrangements will be made to return equipment to vendor and to send another shipment of equipment or to have repairs done locally.
5. In no event is equipment to be returned to the USO Headquarters or the vendors until after a full report of the trouble has been sent in duplicate to USO Program Equipment and Maintenance Services with a copy to Agency Program Director, and instructions have been received from USO Program Equipment and Maintenance Services as to what steps should be taken. Club Directors must not write directly to vendors.
  6. When permission has been received to return damaged equipment to USO Headquarters or the vendor, it should be carefully boxed or crated and ship it express or freight collect, whichever is less expensive.

#### Requests for Special Program Equipment

1. A limited proportion of the total USO appropriation for Program equipment has been set aside to take care of requests for special program equipment. Directors should get in touch with their Agency Program Director if there is a great need for some special piece of program equipment in their operation, to find out if it can be obtained.
2. All such requests are to be routed through the usual channels on PE-2 requisitions and they are to be marked "Request for Special Program Equipment." These requisitions must be accompanied by an explanation showing why the equipment is needed.

#### Substitutions for Requested Equipment

1. In view of the extreme scarcity of equipment:
  - (1) Certain items such as radio-recorders and plain console or table radios can no longer be furnished.
  - (2) Substitutions, such as a table model radio-phonograph for a console radio-phonograph, a portable electric sewing machine for a console model, a smaller motion picture screen for a larger one, another make of equipment than the one requested, etc., may have to be made. Any such substitutions will always be cleared with Club Directors before they are made.
  - (3) It may be necessary in some instances to send a smaller number than requested of such pieces of equipment as ping pong tables, table radio-phonographs, etc.

2. Because of the growing scarcity of major items of program equipment such as motion picture projectors, darkroom equipment, recorders, slide projectors, etc., more joint sharing of them by operations in the same area should be arranged through Staff Conferences.

#### Some Hints on Ordering Program Equipment

1. When ordering a 16mm projector, order a screen and film splicer, if this equipment is not already available.
2. When ordering a slide projector, order a USO Song Slide Kit if this equipment is not already available. USO Music Kits are also available but because of their cost they will not be sent unless there is special need for them. A screen or other suitable surface for showing the slides must be provided. Use the motion picture screen whenever possible.
3. Soon after ordering a juke box or radio-phonograph, make arrangements to receive the Monthly Shipment of Records mentioned on page 34 of the USO Music Bulletin.
4. Order such accessories as ping pong balls, voice recording discs, cutting and playback needles from the agency or from the USO Central Purchasing Department soon after it is certain that ping pong table(s) or a recorder are being received from the USO Program Equipment and Maintenance Services.

#### Repair Service

A plan for the repairing and servicing of program equipment has been established.

#### Craft Equipment

Craft equipment is no longer supplied by USO Program Equipment and Maintenance Services. It must be supplied by each agency Program Department or ordered from the USO Purchasing Department on Club requisition PD-L-No. 11 and paid for out of local unit budget.



## PART VII

### PLANS OF OPERATION: SINGLE AGENCY OPERATIONS AND JOINT AGENCY OPERATIONS AND EXTENSION SERVICES

#### Introduction

USO is a joint undertaking in which the special and characteristic services of each member organization are made as widely available as practicable. Two plans of operation are employed:

1. Single Agency Operations, where one agency is assigned operating responsibility and provides the entire staff.
2. Joint Agency Operations, where staff members are provided by different agencies.

Both plans of operation involve joint planning and joint operation. Both are highly cooperative. Both plans are designated by USO, through the joint agreement of all member agencies, to provide services under specific conditions. By a process of group planning, agency representatives recommend, after consultation with local representatives by USO Regional Executives, where services are to be provided, what these services should include, what budgets are necessary and which agency or agencies shall administer the services. A growing confidence and respect has developed as agency representatives plan together, as they work together to carry out common services or delegate responsibility for them to each other, and as each agency seeks to carry out its special services and emphasis. The six member organizations have clearly demonstrated that they can work effectively together.

#### A. Single Agency Operations

Single Agency Operations may be used both when several USO centers are needed in a community, and when only one center is needed. When several centers are needed in a community, the variety of services required (i.e., for different faiths, for women and girls, etc.) can be provided by assigning responsibility to different agencies for different centers. Sometimes, however, services for several constituencies can be provided in one center. Thus one or more Joint Agency Operations and several Single Agency Operations may function in one community or camp area. (See additional references on page 37 for factors determining the type of operation to be recommended.)

Single Agency Operations are used:

1. When the needs for USO services are largely those of a single type of constituency, -- e.g., men or women members of the armed forces, one religious group, war workers, etc., and
2. When, in addition to the primary constituency, the needs of other groups can be met with reasonable adequacy by workers from one agency, with the advice of other agencies, -- or
3. When the number of people in different constituencies is sufficient to justify separate operations for each or for certain ones of them.

These Single Agency Operations, and the agencies operating them are expected and required by their joint agreements, to work together effectively, without duplication or competition, through the USO Council and the Staff Conference. All centers provide common services; all centers help make available special services needed by different constituencies, both their own and others.

When one agency is assigned responsibility for the one USO center in a community, it thereby agrees to provide as well-rounded a program service as needed and as possible. The Operating Committee must be representative of the community and different faiths, and, where possible, representatives of the member organizations of USO. Basic, common services are provided for all; specialized services are provided not only for the special constituency of the operating agency, but specialized services are provided for other groups, as far as possible, through the use of community leadership resources.

#### B. Joint Agency Operations

Each Operating Agency of USO, through its official representatives on the Executive Committee, the Conference of Executives and the Committee on Field Operations, has agreed:

1. That Joint Agency Operations are necessary, and under agreed conditions, desirable in order that the expressed purposes of USO be fulfilled, -- to provide as varied and effective total service as practicable.
2. That it will accept full responsibility for the proper operation of the Joint Agency Operations for which it provides the Director.
3. That when it provides other staff members, it will supply such agreed personnel properly instructed regarding the administrative plan whereby the entire operation will be under the supervision of the one Operating Committee and all staff members under the administration of the Director.
4. That its entire personnel, -- national, regional and local, -- will be properly instructed and held accountable for the loyal



support of the Joint Agency Operation plans as herein outlined and as authorized by the Executive Committee.

#### When Joint Agency Operations Are Used

Joint Agency Operations are to be used:

1. When the special constituency to be served, (i.e., different religious groups, women and girls, etc.) are of sufficient size to require workers from a particular agency, but
2. When the size of the special constituency does not warrant separate facilities for each group, or because of public reaction, desirable in that particular community.

Joint Agency Operations may be used in communities or camp areas which require only one USO operation or where several operations are needed. (See page 37 for additional references to factors to be considered in determining the type of operation to be recommended).

#### Unified Administration Essential in Joint Agency Operations

Unified administration of Joint Agency Operations is essential if the united purposes of USO's varied services to different groups is to be made effective. To this end the four following basic elements of unified administration are provided:

1. One Operating Committee functioning for the entire operation.
2. A combined staff, composed of persons of the necessary different skills and backgrounds, all under the administration of the Director.
3. One budget for the total operation, with provision for the varied services needed (except salaries of professional staff).
4. Unified, over-all supervision, the responsibility of the agency furnishing the Director, with collateral advisory supervision provided by supervisors of agencies providing other staff members.

#### Joint Planning Necessary

Joint planning is necessary in all USO operations. It is particularly necessary in Joint Agency Operations. Joint planning begins with the initial plans for such an operation, when the type of operation needed is determined and agency responsibility is assigned. The Operating Committee is selected after joint planning. The staff is selected on a cooperative basis.

Joint planning must be the basis for determining the range and type of program services to be provided. Members of the Operating Committee and staff members should know the needs of different groups and the special program emphases of the agencies cooperating in the Joint Agency Operation as well as the general program of USO.



The Director of the operation and the Chairman of the Operating Committee carry particular responsibilities for making joint planning effective. The Chairman of the Operating Committee should see that different points of view are expressed and considered in the plans made in Operating Committee meetings. Both lay people and staff members should participate in this process. The Operating Committee must participate in joint planning with other operations in the community or area through the USO Council.

The Director of the operation is responsible for conducting staff meetings in a democratic way, permitting free discussion of different points of view and leading the entire staff toward agreements most satisfactory to all interests involved. The Director is also responsible for administering the total operation and for maintaining relationships with staff members on a basis which makes possible full participation. As administrator, the Director is responsible for making decisions when agreement is not reached. All staff members are responsible for participating in joint planning so that balance and variety in the total program is achieved, and due consideration is provided for participating minority and majority groups. Joint planning depends upon a genuinely cooperative spirit.

#### The Operating Committee for Joint Agency Operations

The Operating Committee for Joint Agency Operations has special functions and relationships:

Responsibility: The Operating Committee functions for the total operation. It is a USO Committee and will be responsible to national headquarters of USO, reporting to and through the agency which provides the Director. The Operating Committee will also report to and cooperate with the local USO Council in accordance with Bulletin No. 25.

Membership: Members will be selected and will function as representatives of the community and not as agency representatives. Persons from different community groups and different faiths will be included. Both men and women are to be members. The Director and the senior staff member of each of the other agencies participating in the Joint Agency Operation will be ex-officio and non-voting members of the Operating Committee. Other staff members will be eligible to attend meetings on invitation of the Chairman.

Selection: The Agency Regional Supervisors of the participating agencies will be responsible, in cooperation with the USO Regional Executive, for initiating the selection of the Operating Committee. Each agency will determine the method for selecting the persons it will nominate for membership on the Operating Committee. Recommendation for membership on the Operating Committee may come from any source including community leaders and groups. Nominations and selections should be made with due regard to a responsible balance between the different aspects of the program to be provided. Before the Operating Committee is appointed, each of the Regional Supervisors of the participating agencies should concur in the appointments to be made.



Appointment: The Operating Committee will be appointed, after confirmation by the USO Council, by means of a standard communication, sent on behalf of all the participating agencies, from the national office of the agency which provides the Director. This communication, developed by the Committee on Field Operations, outlines the functions, responsibilities and relationships of the Operating Committee.

Vacancies: Nominations to fill vacancies will be reviewed by the Regional Supervisors of the agencies providing staff members and by the Operating Committee. Appointments to fill vacancies will be made in the same way other appointments are made and will be for the unexpired balance of the fiscal year.

Size: The Operating Committee should be small enough to work together effectively and large enough to represent different groups in the community. A committee of twelve to twenty members should be satisfactory.

Officers: The Operating Committee should elect its own chairman, man or woman, for a term of one year. The USO fiscal year is likely to be the most satisfactory period for terms of office.

#### Staff Organization and Selection in Joint Agency Operations

The staff will consist of: (1). The Director; (2). The senior staff member of each other participating agency, who will have the rank and title of Assistant Director; (3). Other staff assistants. All staff members are responsible to the Director and the Operating Committee. The Director and other staff members may be either men or women. When a woman is selected as Director, men staff members may be selected, when appropriate, to serve under such direction. The combined staff will include persons of varied backgrounds and skills necessary to provide the total services to be made available.

Staff members will be selected to fulfill specific staff functions. The total staff will be so selected that they supplement each other and can work together harmoniously and effectively. Workers will be on the payroll of the agency which employs them.

The Director will be selected especially for his/her administrative experience and skill, and for his/her staff leadership.

The Director will be selected especially after conference with the Regional Supervisors involved, in cooperation with the Operating Committee. Specific requirements for different staff positions will be outlined in advance by the Regional Supervisors. Other staff members will be selected by the employing agency to meet those requirements, and after consultations by the Regional Supervisor of the employing agency with the Director, as far as possible. When practicable, Regional Supervisors will interview personally all persons being considered by their agency.



The personnel policies of the agency employing each staff member shall apply to that staff member. Where differences in agency personnel practices create problems, they should be referred to the Regional Supervisors of the agencies cooperating in the Joint Agency Operation so that any necessary adjustments in agency personnel practices can be made according to agency procedures. Salvation Army workers may wear uniforms in Joint Agency Operations.

#### Staff Responsibility and Supervision

The Director is responsible to his/her Agency Regional Supervisor and to the Operating Committee for the total administration, including the use of supervision of the building, publicity, reporting, community relationships, for the direction of the staff and for the total program as developed by joint planning. The Director may delegate any of these functions but is finally responsible for them. The Director will be responsible for designating one of the staff members to serve for him/her, during necessary absences of the Director.

The Director will preside at staff meetings, at which operating policies and program plans will be discussed. Staff meetings should be democratic in method. They should plan as adequately as possible for the program needs of all constituent groups to be served. The Director is responsible for securing agreement on plans as far as possible. The judgments of different staff members should be taken into account by the Director. When agreement does not seem possible, the Director must then assume responsibility for necessary decisions. The broad general outline of the program should be agreed upon through joint planning in staff meetings. The details for planning will then be the responsibility of individual staff members to whom the responsibility has been delegated.

After planning with the entire staff, and individual conferences as necessary, the Director will make work assignments, consistent with the special staff responsibilities for which each staff member was selected and the needs of the total program.

As Executive Secretary to the Operating Committee, the Director will make necessary arrangements for meetings of the committee and carry out plans made at such meetings.

The entire non-professional staff, - stenographic, clerical and maintenance, - will be responsible to the Director. As far as possible within the authorized total budget, provision for adequate stenographic assistance for all professional staff members will be made.

Staff members will maintain contact with community leaders and military officials in the carrying out of their program responsibilities. Such contacts are a necessary part of their work. A unified and coordinated approach to military authorities should, of course, be planned and all such relationships with community leaders should be under the general direction of the Director.



Wherever the services provided by any agency are part of the total USO services provided through that operation, that agency's service should be made an integral part of the Joint Agency Operation. In such cases, staff assignments will take into account the special responsibilities involved and budget provision will be made for the special services necessary.

Staff members in Joint Agency Operations may also be assigned responsibility for providing religious and other services to special constituencies. These services may be in the same community, or in a number of communities, or in relation to a number of camps or posts. Such an arrangement is usually made when the designation is authorized. It should function on a specific time schedule agreed upon by the Regional Supervisors of the participating agencies, the Director and other staff members directly concerned, and if necessary, with the Operating Committee. Ordinarily, one-half or more of the time of all staff members of Joint Agency Operations will be available for the common program and staff responsibilities within the building.

Staff members will be encouraged to attend such conferences as will strengthen the work to which they are assigned. Absence from the operation must have the concurrence of the Director, after consultation with the supervisors involved.

#### Staff Aides

When Staff Aides are needed to supplement the leadership resources of the staff, the Director and the staff member with whom the Staff Aide is to be associated will outline the job specifications and select the personnel. Staff Aides, as other staff members, will be under the general supervision of the Director. Salaries of Staff Aides in a Joint Agency Operation will be provided through the special budget for the operation.

#### Staff Withdrawals and Replacements in Joint Agency Operations

Staff members can be withdrawn by an agency for promotion or transfer but only after consultation by the Agency Regional Supervisor, with the Operating Committee, the Agency Regional Supervisor of the Director's agency and the Director.

Withdrawal of the Director for promotion or transfer can be made by his/her agency only after consultation by the Agency Regional Supervisor with the Operating Committee.

Requests for the withdrawal of any staff member may be initiated by: (1) The Operating Committee, (2) by the Regional Supervisor of any participating agency, or (3) the Director.

The withdrawal of any staff member by his/her agency who has not proved an effective member of the total staff may be made only after consultation between the worker involved and his/her agency Regional



Supervisor, but must be made promptly by the employing agency if, after full consultation, the Operating Committee, by a two-thirds vote, has decided such withdrawal is necessary.

#### Desk Space Workers in Joint Agency Operations

In some communities, workers employed by an agency whose work is almost entirely conducted in other facilities in the community, or in other communities, may need desk space or office space. Such workers may be designated on a "Desk Space" basis, in either Single Agency Operations or Joint Agency Operations.

"Desk Space" workers will not be expected to assume a proportionate share of responsibility for common program or for building supervision. They should attend building staff meetings. They may occasionally be allocated the use of facilities for special programs when space is available. Their budget is separate from that of the Joint Agency Operation.

Travelers Aid service may be housed in a Joint Agency Operation and function on a "Desk Space" or "Office Space" basis, separately administered, if so agreed by the participating agencies.

Workers assigned to area work for the purpose of providing services to scattered groups of a specialized constituency, are sometimes designated on a "Desk Space" basis.

An agency with "Desk Space" does not nominate members for the Operating Committee. Likewise, the Operating Committee is not responsible for the administration of staff members or services of any agency with "Desk Space" status.

#### Religious Advisors in Joint Agency Operations

Any agency in a Joint Agency Operation may appoint, in consultation with the appropriate religious authority, a priest, a rabbi, or other clergyman as a special advisor and counsellor, to be known by any term the agency may desire. Such a counsellor shall be a full member of the Operating Committee and have these additional functions:

1. To act as consultant on religious problems for men and women of his faith who seek religious advice.
2. To act as advisor to the Director and other staff members and to the Operating Committee on matters of religious policy of his faith.

#### Regional Supervision for Joint Agency Operations

Field supervision for a Joint Agency Operation will be the responsibility of the agency which employs the Director. This Regional Supervisor will meet with the total staff as well as with the Director. The Director, and the Agency which employs him or her, is responsible for



making the most adequate provision possible for the total program and for the different constituencies involved.

The special skills of the Regional Supervisors and special program staff of the agencies in the Joint Agency Operation are to be made available to the Director and to the total staff group. All Regional Supervisors should meet with the Director as well as with the staff members provided by their agency. Freedom of consultation between Regional Supervisors and staff members provided by their agency will not be restricted. Such consultations, however, are advisory, and do not limit the administrative responsibilities of the Director. When feasible, Regional Supervisors should meet with the entire staff, collectively and individually. They should observe the total program, as well as the program planned particularly for the constituency of their agency.

Regional Supervisors should exchange schedules so each will know when the other is visiting a Joint Agency Operation. Too frequent supervisory visits may thus be avoided and any necessary joint visits may be planned.

All Regional Supervisors should meet with the Operating Committee when convenient and should confer occasionally with the Chairman.

USO Regional Executives and USO Area Representatives should visit Joint Agency Operations periodically, as they visit other operations. They should be invited to staff meetings and Operating Committee meetings. They will deal with the Regional Supervisors regarding any necessary adjustments in plans or relationships, rather than with staff members or with the Operating Committee.

#### Use of Facilities in Joint Agency Operations

All facilities will be available to meet the total program needs and the needs of special constituencies. The scheduling of facilities will be the responsibility of the Director, based on plans made by the total staff. All program space will be available for varied program use as needed. Additional community facilities will be utilized as needed and available. Necessary budget provision will be made for such rentals. Assignment of office space will be the responsibility of the Director after consultation and planning by the entire staff.

#### Publicity - Use of Agency Names in Joint Agency Operations

The names of all agencies participating in a Joint Agency Operation will be shown on a sign within the building unless, for special reasons, it is agreed that such a sign should be omitted. A special interior sign may be used indicating the club is operated jointly by several agencies for USO, and stating the names of the staff members and their agencies and that they are available for consultation. All staff members will use the same stationery, which will include the names of all participating



agencies. Offices in a Joint Agency Operation will be designated only by the name and staff position of each worker. Aid to travelers may be identified.

All publicity will be the responsibility of the Director. Responsibility may be delegated as agreed to any staff member or members. All news releases and other publicity must be approved by the Director.

Special events for special groups may be publicized but should be described as one of the events of the total operation. Agency names may be used in announcing special events when necessary to identify them to the constituency for which they are planned. Agency names should not be used in public releases in referring to any staff member. In publicity referring to general program events, the names of all participating agencies should be used if reference is made to any agency. The united, unified character of the work in a Joint Agency Operation should be emphasized by referring to events and to staff members in relation to the USO Club, the total Joint Agency Operation.

#### One Budget for the Total Joint Agency Operation

One budget for the total operation of each Joint Agency Operation (not including professional salaries) will be provided. This single budget will be based on joint planning by the staff members of the agencies participating and by the Operating Committee, with the advice of the Regional Supervisors involved. Provision will be made in the budget for the varied services to be rendered in the operation, such as any supplementary facilities needed in the community, special program needs for particular groups, etc.

A ninety (90) day interim budget will be authorized until a unit budget can be authorized according to the procedures established for unit budgets. Each assistant director of the Joint Agency Operation shall have access to a copy of the authorized budget.

After the budget has been adopted, plans will be developed in each operation for assignment of responsibility to different staff members for expenditures within the authorized budget for special program responsibilities of different members.

The Director, and the Director's agency, with the Operating Committee, will be responsible to the other agencies represented by staff members in the operation, and to National USO, for the administration of the budget as authorized.

#### Reports for Joint Agency Operations

A single monthly service report (statistical and narrative) will be rendered for all services and activities conducted by and through the Joint Agency Operation, either within or without the Building. (This should not include the agency occupying desk space only.) The Director is responsible for the preparation of this single service report.



although he may delegate the responsibility to one of the Assistant Directors. The report should be signed (indicating approval) by the Director and each Assistant Director and should be available in the general files to all professional staff members in the Joint Agency Operation. One copy of the report should be provided for each Assistant Director for forwarding to his/her National Agency Office.

The narrative portion of the report should describe the total work covered by the Joint Agency Operation during the month, (including reports on special services to constituencies) and should be planned jointly and contributed to by all members of the staff. Supplemental narrative reports may be rendered by staff members on the request of their respective National Agency Offices. The content and form of such supplemental reports should follow suggestions from the National Agencies.

### C. Extension Service from Established Clubs

Extension Service is a means of meeting the needs of small groups of the armed forces and war workers. The relatively small number of persons to be served, plus the lack of accessibility of the main USO Club or Clubs in a community, are the principal factors leading to the initial consideration of Extension Service in a particular locality.

The terms, "Extension", is applied to any service or operation with a separate Plan Book designation which is an addition to an existing standard operation. When an "Extension Service" requires the regular use of a building, it is classified as an "Extension Club".

The following minimum bases for providing Extension Clubs are therefore outlined. It is recognized that additions must be made to the minimum requirements depending upon the number of individuals to be served, and the accessibility or availability of the other USO Clubs or Club to them.

#### Extension Club Facilities

1. Minimum physical facilities
  - (1) Room - with sound proof, satisfactory floor, clean and sanitary, adequately decorated.
  - (2) Toilets: one for men and one for women.
  - (3) Simple eating facilities if none other available.
2. Selection of a building for all clubs must be made in conference with the Regional Director of Building Services. Exceptions may be made by the Regional Executive on agreement with the Regional Director of Building Services and Agency Supervisor directly involved.
3. The specific building for an Extension Club should be selected, the rental cost and the cost of renovations, furnishings and

equipment known before the operation is recommended by the Regional Staff Conference and the Committee on Field Operations.

4. Furniture, furnishings and decorations comparable in quality and appearance to those provided under the same circumstances, in main clubs. Donated furniture may be used provided its appearance and condition are satisfactory. In some cases, used furniture can be reconditioned satisfactorily.
5. Where it is not possible because of the pressing nature of the need to comply with (3) above, designation should be made so service can be provided.

#### Criteria for Establishing Extension Clubs

In addition to general information regarding need and community ability to meet the need locally, Extension Clubs will ordinarily be recommended on the basis of the following factors:

1. When a satisfactory USO Club already exists there, but is not accessible or available to this group for some reason.
2. When the number of members of the armed forces is from 500 to 2500 (or 200 to 1000 Negroes). When numbers are greater than this, a 1-worker operation is usually justified.
3. For War Production workers, while no numerical figure has been established, the number of workers, geographic concentration, type of workers, conditions of work, and the local resources for meeting this need, are important considerations.

#### Budgets and Equipment for Extension Clubs

The budgets for Extension Clubs are a part of the total budget of the parent clubs, but subsidiary budgets should be filed.

Extension budget requests, or X-Budgets, are to be submitted in detail by the Regional Executive, after the Regional Staff Conference has recommended that an Extension Club or other service should be established. Official X-Budget forms should be used. Four copies are to be submitted and attached to the form required to support regional recommendation to the Committee on Field Operations.

Budgets must vary according to local conditions, but experience has shown that ordinarily a budget of \$1,800 a year is needed for a club serving 200 Negro soldiers or 500 white soldiers, -- \$2,400 for 500 Negro soldiers or 1500 white soldiers, -- and \$3,600, for club to serve 1,000 Negro or 2,000 white soldiers. These figures may not always include rent but should include all non-professional salaries, including those of staff aides.



Items of expense for Extension Clubs are recorded separately by the USO Accounting Department. When reporting expenditures for Extension Clubs or Services to national agency offices, Club Directors should mark all bills and the payroll, "Extension Club (or Extension Service) -- charge to X-Budget". This procedure applies to program and maintenance costs, payroll, renovations, furnishings and equipment.

Building alterations, furnishings and equipment should be determined in accordance with established procedures for all clubs. The average cost of original alterations and furnishings for standard clubs has been \$10,500. As a guide, it is suggested that ordinarily the cost of original renovations and furnishings for an Extension Club should be one-fourth of this amount for approximately 250 Negro or 600 white soldiers, one-half for 500 Negro or 1200 white soldiers, three-fourths for 750 Negro or 1000 white soldiers. The size and condition of available facilities will necessarily vary the suggested costs.

Program equipment should be selected from the "Standard Lists of Program Equipment for Various Sizes of Operations" by Regional Directors of Building Services. Where practicable, portable equipment, such as projection machines, etc., from the club from which the Extension Service or Club is supervised, should be made available.

#### Operating Committee

Extension Clubs should operate under an Operating or Advisory Committee. In the case of services for Negroes, the committee should be interracial or all Negro where the leadership is available. The director or other staff member of the parent club should have an advisory relationship to the operating or Advisory Committee and supervise whatever non-professional help is employed for the club. These Extension programs should also be regarded as a definite integral part of the Regional Supervisor's responsibility and included in his itinerary. As much of the responsibility as possible should be put in the hands of the Operating Committee.

The Director of the parent club is responsible to his Regional Supervisor for the fiscal affairs of an Extension Club.

#### Relationships

A representative from the Operating Committee of the Extension Club or service should be appointed to the Operating Committee of the parent club, and/or the USO Council so that close relationships may be maintained and uniform interpretation of USO policies and procedures is secured. The staff aide in charge should be a regular member of the staff conference. This is particularly advisable in view of the fact that staff aides with little technical equipment often have responsibility in many respects comparable to the directors of some full-scale operations.

In Joint Agency Operations, all staff members should have responsibility as consultants to the Operating Committee and non-professional staff of Extension Clubs and services.

### Personnel

Staff Aides for Extension Clubs should be selected with the following minimum considerations in mind:

#### 1. Qualifications

- (1) Personality and character
- (2) Some knowledge of and experience in recreational and education work and community organization.
- (3) Adequate formal training - minimum high school or its equivalent; preferably some college.
- (4) Status in the community, particularly if local person. Care should be exercised not to select one identified too closely with one faction or interest in the community.

#### 2. Procedure

- (1) The Agency Regional Supervisor should participate in the selection of Staff Aides for Extension Clubs. In some agencies, clearance with the National Headquarters of the agency will be necessary.
- (2) The Operating or Advisory Committee should be consulted. In most instances, they may be able to suggest names of available people. In instances where the Operating or Advisory Committees have not been organized, representatives of the civilian constituency involved should be consulted.



## PART VIII

### USO COUNCILS, OPERATING COMMITTEES AND AGENCY ADVISORY COMMITTEES

#### Introduction

USO depends upon representative local citizens, serving on USO Councils, Operating Committees and Agency Advisory Committees to help plan and operate USO services.

Two purposes must be accomplished: First, USO operations must be kept in sound balance with the need. The USO Council, as an over-all advisory group, is responsible for coordinating USO services and for helping keep them in balance. Second, each USO operation must be well-managed. Operating Committees are therefore selected to help assure good planning of services and sound administration of funds in each club or other unit. Agency Advisory Committees are appointed to advise on problems affecting the agency services or a special constituency; they do not have administrative authority.

USO seeks to achieve a fusion of local and national responsibility. Local responsibility is necessary because conditions vary in different communities. Through local responsibility, local resources can be made available and USO services can be coordinated with other community services. National responsibility is important, too. Funds for USO are raised nationally; agreements are made with the Federal government and with other national organizations. General policies and procedures are developed nationally. They must be adapted to local conditions. Thus local and national responsibility must be fused effectively together.

#### What a USO Council Is

A USO Council is a body chosen to represent USO in a community or camp area and to represent the viewpoint of the community in USO, where centers or services under national agency auspices are conducted.\*

The USO Council, representing all USO interests, all member agencies of USO and different community interests, is created to represent and to speak for USO in the community. It coordinates USO services; it sees that all clubs and other units in that community or camp area are effective; it sees that USO policies are followed.

Some USO Councils function for one community. Other Councils represent USO for an entire area, including many communities. How much territory is included should be determined locally, after consultation with the Regional Executive of USO.

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\* In large cities where extensive USO services are conducted under local management, the group of citizens representing USO and in charge of the local USO operations, are also generally known as USO Councils. In smaller communities they are known as USO Committees. See Manual of Community-Conducted Operations for Councils where services are locally managed.

Usually when several nearby communities serve the same camp, or several nearby camps and bases, one Area Council, sometimes supplemented by sub-councils, should be organized. Whatever works best locally should be the determining factor.

#### Responsibilities of Councils

The responsibilities of USO Council includes:

1. (1) Recommending and advising regarding the establishment of any new USO center or service in that community, or major adjustments in an established operation, as a basis for the actions of the Regional Staff Conference and of National USO;
- (2) Advising on problems and adjustments of services common to all USO operations in that community. The recommendations of the Council will be taken into account by the Regional Executive and the Agency Regional Supervisors;
- (3) Advising National USO Headquarters through the State Chairman and the Regional Executive of any desired changes in operating plans or in USO policy;
2. Mobilizing community resources and volunteer services rendered to the total USO program in the community and approving recommendations of sub-committees appointed to deal with those services;
3. Establishing and operating any necessary services which can best be conducted locally by USO Committees or Councils in communities which do not have USO operations under national member agency auspices;
4. (1) Submitting to Regional Executives minutes of committee meetings, (eight copies), properly dated, listing members present and covering recommendations and reports;
- (2) Submitting quarterly reports to the Regional Executive on the effectiveness of each local operation - the total USO service being rendered locally, - in light of the service needed, (i.e., whether an "under-service" or an "over-service") and whether USO policies are being followed in all operations;
5. Confirming annually the appointments of members of Operating or Advisory Committees of the USO member agencies, assigned to operate centers or services in that community or camp area;
6. Interpreting total USO in local public relations.

#### How A Council Is Organized

USO Councils are usually organized by a USO Regional Executive or one of his associates, in cooperation with local leaders. Agency Regional Supervisors assist by helping select able and responsible agency representatives. Local USO staff members or the Staff Conference should give every possible assistance in starting a Council and helping to make it effective.



The Regional Executive will designate a local USO Director to serve as executive to the USO Council. Selection of such a staff member will usually be made after consultation with the Regional Staff and Staff Conference. In some communities or camp areas where a large number of USO centers are operated, a full-time USO Area representative may be appointed as a member of the Regional USO Staff to coordinate all USO services and to serve as the USO Council Executive.

1. Membership - The USO Council should be representative of the community. Both agency leaders and other able community leaders should be members. The Council should include an equal number of representatives, both men and women, of each member agency. Two to four lay members and one professional member are suggested. Representatives from each USO Operating or Advisory Committee should be included. The Director of each USO operation may be included as ex-officio members, without vote. All three faiths should be represented. Agency Regional Supervisors should be consulted about the selection of these agency representatives on the Council. The USO Regional Executive is an ex-officio member of the USO Councils in his region. Regional and Field Recreation Representatives of the Office of Community War should attend on invitation.

While USO Councils are responsible only for USO operations, they should seek wider representation than that of USO member agencies so that interchange with other organizations is made easy and effective. This purpose can be served by inviting into the USO Council representatives of the nearby military posts or naval reservations, the Defense Council or Defense Recreation Committee, the Council of Social Agencies or other social welfare planning body, labor organizations and local religious groups.

The size of the Council should be flexible. It should be small enough so that group discussion is easy and productive; it should be large enough to insure that the community and its appropriate agencies are represented in consultations about USO affairs. A Council of twelve to fifteen members is usually satisfactory.

2. Meetings - Meetings of the Council should be held regularly, usually monthly, except possibly during summer months. The Chairman should call special meetings when necessary. A majority of the Council membership should be present when important Council decisions are made.

3. Officers - The officers should be a Chairman, a Secretary and a Treasurer (if the Council has funds to expend), elected at an organization meeting and annually thereafter. These officers should be selected for their leadership ability and their interest in the services USO seeks to provide. They can well be selected from three different USO agencies.

The Chairman should be well-known and respected as a community leader. He (or she) should be skillful in conducting meetings so that joint thinking and planning develops. Agendas should be carefully prepared in advance. Operating or Advisory Committees for different centers, and other sub-committees, should report regularly.

The Secretary should be a person who is competent to record, accurately and briefly, all important points raised in discussion and all decisions



made. The Secretary is responsible for preserving the minutes of the Council and for notifying Council members of meetings.

The Treasurer (if one is found necessary) is responsible for all financial records of USO funds under the direction of the USO Council. The Treasurer should report regularly to the Council.

The Executive Secretary of the Council will be the special USO representative appointed by National USO to represent USO. As Executive Secretary of the USO Council, his primary functions will be those of coordination and public relations.

#### How A Council Works With Operating or Advisory Committees and Staff Conferences

Operating or Advisory Committees for Single Agency Operations are appointed annually by the USO member agency assigned operating responsibility for a particular USO center or service. Operating Committees for Joint Agency Operations are appointed by means of a standard communication, sent on behalf of all the participating agencies, from the national office of the agency which provides the Director. Appointments of members of Operating or Advisory Committees are subject to confirmation by the USO Council.

These Committees report regularly to the local USO Council. Each Committee also reports to its national agency office. Through that national agency office, it reports to National USO Headquarters.

Operating or Advisory Committees, therefore, have a two-way responsibility; to the USO Council and to the national office of the USO agency they represent. They make monthly reports to each. Such Committees, and through them, directors of USO centers and services, should look to the USO Council for leadership in improving their services and for guidance in fitting the services of their center into an effective total USO program in that community.

In communities where only one USO operation functions, the Operating or Advisory Committee, whether a Single Agency Operation or a Joint Agency Operation, should represent all faiths and different community interests. In such cases, it is well to have the Operating or Advisory Committee also function as the USO Council. If this is done, the USO Regional Executive will deal with the Chairman of the Council on any general matters which arise or on functions which should be performed by a USO Council. The Regional Supervisor of the directing agency will deal with the Chairman and Committee in their functions as the Operating or Advisory Committee.

The USO Council and the Staff Conference work together. The Staff Conference is the professional USO group in the community, and as such it deals with the more detailed and possibly more technical aspects of USO joint planning, particularly for program. The Staff Conference from time to time presents recommendations for needed developments of USO services in that community.



### How a Council Gets Necessary Changes Made

USO Councils are responsible for making all USO services in their community effective. While they do not have direct administrative authority over local centers and services, they do have channels through which needed changes can be made. A USO Council is responsible through the Regional Executive for advising local Operating, Advisory Committees and National USO Headquarters, of changes desired in the services provided. Frequently an informal conference between the Chairman of the USO Council and the Chairman of an Operating or Advisory Committee can effect a desired change. It may be necessary, in some cases, for the Council Chairman to confer with the Regional Executive, who in turn discusses the proposed change with the appropriate agency Regional Supervisor. If the change is not then made, or if agreement has not been reached about it, the Council Chairman may find it necessary to formally request the USO Regional Executive to discuss the matter with the National USO Headquarters, for conference with the appropriate national agency office.

If questions arise regarding the program of local civilian member agencies in relation to USO program, such questions should be considered with local responsible groups, or with the national office of that civilian agency.

### The Budgets of USO Centers

The operating budgets for USO centers are authorized nationally. Budgets are developed to meet local conditions, including provision for the operation of the building and for program and administration. Funds are advanced from National USO Headquarters to each national agency office for the USO centers and services for which that agency has been assigned responsibility. The Director of each operation reports to his/her national agency office, and thence to National USO Headquarters.

The degree of responsibility of the local Operating or Advisory Committees differs somewhat with different USO agencies. Advisory Committees are not responsible for reviewing and recommending operating budgets or for supervising the expenditure of funds.

In Joint Agency Operations, the Operating Committee has responsibility for the planning and supervision of the budget for building maintenance and the budget for joint program and services. The Operating Committee of the Joint Agency Operation and the Agency responsible for administering the building, are not responsible for the planning or supervision of the budget for the special services of the "desk space" workers who make their headquarters in the building.

Salaries of local professional staff members have been set nationally so that well-qualified workers can be made available in all parts of the country. The various USO agencies have adopted similar personnel standards; these standards have been approved by the Federal government. All USO salaries are moderate salaries, comparable to those paid other persons with similar training and experience. Salary information is a confidential matter between the worker and his national agency office.



## Expenditures of USO Councils

Where a USO Council functions in a community with operations under national member agencies, USO funds are made available for the operation of centers through the national agencies. Councils in such places are not provided with funds for such operations. In some few instances a USO Council may be carrying on some specific activities which cannot be provided by the club or clubs in the community and for which a limited amount of money is necessary. Some Councils may need to make expenditures for stenographic help, postage, telephone, occasional travel expenses, etc. In such cases, expenses may be provided in one of the following ways:

1. A club or clubs in the community or area should attempt to provide as much as possible of the secretarial or stenographic help and absorb the items of postage, etc. in their regular club budgets. Where there are several clubs in a community or area being served by one Council, it would be desirable for each club to contribute an agreed upon sum to a general pool to care for such expenses.
2. In some instances a small grant may be made from national USO headquarters to the USO Council if it is demonstrated that the budget of the club or clubs cannot absorb necessary items of expense.
3. Where a full-time Area Representative has been provided, funds can be made available through his budget for USO Council expenses.

## USO Councils Cooperate with Other Groups

USO Councils cooperate readily with other community groups with similar purposes.

The difference between the functions of USO Councils and Defense Recreation Committees, as well as Councils of Social Agencies, should be noted. Defense Councils and Defense Recreation Committees are organized to serve as over-all community planning bodies. USO Councils are not over-all community planning bodies. They are responsible only for coordinating USO services, for helping make them effective. Defense Councils and Recreation Committees, and Councils of Social Agencies, are not ordinarily operating bodies. They plan and coordinate and stimulate the organization of needed new services.

USO Councils should, therefore, be represented on Defense Recreation Committees. USO services should be coordinated with any other community services provided for members of the armed forces or war workers.

In some communities, local soldiers' and sailors' committees operate services and, like USO Councils, are represented on Defense Recreation Committees. USO services are provided in communities when the new "over-load", due to war emergency, is a heavy one. Where both centers and USO centers function, USO stands ready to work cooperatively with such local efforts.



Councils of Social Agencies, and other community welfare planning bodies, should be consulted regularly so that USO services may be integrated effectively into the community's total welfare services. Major adjustments in USO services which are being considered should be discussed with and, as far as possible, determined jointly with leaders of these groups.

USO Councils should cooperate with religious groups and representative inter-church bodies, such as Councils of Churches, Ministerial Associations and with individual churches, as they seek to provide services to the armed forces and to war workers. USO Councils should also cooperate with labor, civic and fraternal organizations.

#### Functions and Responsibilities of Operating Committees

Operating Committees or Advisory Committees are appointed to assist in administering locally the work of a USO center or service. Operating Committees carry administrative responsibility; Advisory Committees have Advisory functions.

Operating Committees and professional staffs, with the assistance of the Regional Supervisors, work together in planning and directing the affairs of USO centers and services.

An Operating Committee considers plans and establishes procedures, within general USO policies, and reviews results. The staff outlines plans, usually in cooperation with sub-committees of the Operating Committee, and then carries primary responsibility for the carrying out of agreed plans.

Although some differences exist between member agencies of USO in the degree of responsibility assigned to local representatives, both committee and staff members, the following statement of the functions and responsibilities of Operating Committees in Joint Agency Operations applies quite accurately to Single Agency Operations for which Operating Committees are appointed. The major exception is that some Operating Committees do not supervise the financial affairs of the operation.

Operating Committees in Joint Agency Operations, in cooperation with the Directors and staffs, and Agency Regional Supervisors, perform the following functions:

1. Review, approve and evaluate the recommended program of activities and services.
2. Supervise the maintenance and operation of the building.
3. Carry general responsibility for financial operations:
  - (1) Present necessary operating budgets, after cooperation with the professional staff and with the advice of the Regional Supervisors involved;
  - (2) Keep operating costs within the approved budget.
4. Cooperate with agency Regional Supervisors in necessary staff selections and changes.

5. Provide, through the staff, for the recruiting, training and supervision of volunteer workers.
6. Appoint necessary sub-committees and act on their recommendations. Members of sub-committees should be appointed after consultation with the director and other staff members. The chairmen of sub-committees should be members of the Operating Committee and should be appointed by its chairmen. The following sub-committees are suggested:
  - (1) Building Maintenance; (2) Business and Finance;
  - (3) Personnel; (4) Program Services; (5) Volunteer Services.

The Chairman of the Operating Committee and the Director are ex-officio members of all committees. Other staff members should be assigned to work with committees related to their staff responsibilities.

7. Report monthly to the USO Council on the services rendered, and when necessary, make recommendations regarding major changes in the operating plans, the financing or the management of the club, or on matters affecting all USO services in the community or area.
8. Report monthly to the national office of the agency which provided the Director.
9. Elect officers for a term of one year.
10. Hold regular meetings, keep minutes and maintain any other necessary records.

#### Agency Advisory Committees

Advisory Committees are appointed for some Single Agency Operations. Their functions are advisory, not administrative. Their responsibilities vary somewhat in different agencies. In general, they advise on the kind of services needed and on plans for providing the services.

Agency Advisory Committees for Single Agency Operations are appointed by the Agency, subject to confirmation by the USO Council.

Agency Advisory Committees may also be appointed for agencies participating in a Joint Agency Operation to advise the Operating Committee and the USO Council on the needs of special constituencies. Agency Advisory Committees do not serve as administrative committees for services in a Joint Agency Operation. Staff members of Joint Agency Operations are not responsible to them. The members of such agency Advisory Committees are recommended by the agencies involved and appointed by the Chairman of the USO Council. These committees are responsible to the USO Council.



## PART IX

### PERSONNEL AND TRAINING

#### A. Personnel Policies for Professional Workers

##### Qualifications for Professional Staff

In order that USO service to men and women in uniform both at home and overseas, and to workers in war industry and military communities shall be of high standard, member agencies are required to adhere to the Minimum Standards for Professional Personnel established comparatively by them, adopted by the USO Executive Committee and approved by the Administrator, Federal Security Agency.

##### 1. Minimum Standards for Professional Personnel

The personnel serving the armed forces and industrial workers through USO shall be of a quality to merit the confidence of community leaders, military authorities, and the men and women for whom the service is provided. Minimum personnel standards have been established to insure the selection of personnel competent to meet the exacting demands of these positions. These personnel standards are administered by each national organization, which may also require additional qualifications.

Continuity of service is important. There should be some assurance of service for a reasonable length of time.

It is understood that employment by the agencies forming USO does not carry with it cause for deferment from the Selective Service Act. USO Service has been classified as "an activity essential to the support of the war effort" by the War Manpower Commission. It is further understood that applicants for USO positions shall present a certificate of availability if engaged in an essential activity as defined by the War Manpower Commission.

##### (1) Personal Qualifications

- a. Reputation for integrity.
- b. Demonstrated ability to work with people and to develop cooperative relationships with associates and the community.
- c. Emotional maturity.
- d. Leadership capacity and resourcefulness for developing the abilities of other people.
- e. A positive religious philosophy of life which reverences God and the spiritual worth of man.

##### (2) Age

It is recommended that the minimum age for staff members shall be 26 for women and 30 for men. Preference will be given to

those under 55. Male candidates will be expected to show deferred status under the Selective Service Act.

(3) Health

Applicants must be able to pass a standard health examination that indicates no chronic ailment and no physical handicap which would prevent the efficient discharge of duties. USO service requires a strong physique and a history of good health.

(4) Citizenship

All persons employed must be citizens of the United States, and must make affidavit that they do not advocate, and are not members of an organization that advocates the overthrow of the Government of the United States by force or violence.

(5) Education \*

Graduation from college or its equivalent in experience as defined by the standards of the employing agency is essential.

(6) Experience

Experience in community organization, administration, direction and promotion of religious, recreational, social and welfare activities in behalf of young people is desirable. Preference will be given to applicants with skill in group work, recreational activities, individual counselling and service, and spiritual guidance.

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\* (Equivalent

(1) For personnel now or previously employed by the agencies equivalent may be defined as professional recognition achieved by virtue of extended and successful experience with the agency.

(2) For new applicants

- (a) The National Catholic Community Service considers three years of college plus two years of supervised experience in an approved agency as equivalent.
- (b) The Salvation Army considers graduation from the Salvation Army College plus five years active work and successful experience in Salvation Army work as equivalent.
- (c) The Jewish Welfare Board, the National Travelers Aid Association, Young Men's Christian Association and the Young Women's Christian Association accept no experience equivalent.)



Experience considered as valuable, especially for Directors, is that gained in such fields as administration of religious, social, recreational and welfare organizations under private or public auspices, educational administration in industrial relations, and personnel management.

## 2. Exceptional Cases

Exceptions to the above standards shall be made only after concurrence by the USO Committee on Personnel after review of each case.

## 3. Procedures Under Which Persons Should be Suggested for Staffs of Community Conducted Operations

Regional Executives will confer with agency Regional Supervisors for suggestions of qualified persons to be considered for staffs of Community-Conducted Operations and for clearance for any desired approaches by local USO Councils to workers employed by agencies. Agency Regional Supervisors may secure names of possible candidates from their agency Personnel Director.

## Titles to be Used in USO Operations

### 1. Professional:

- (1) Directors - Those who are qualified professionally, employed full time, and responsible for a Single Agency Operation or a Joint Agency Operation.
- (2) Assistant Directors - Those who are qualified professionally, employed full time, assigned to a USO staff as Assistant to the Director of a Joint Agency Operation.
- (3) Staff Assistants - Those who are qualified professionally, employed full time for program or administrative responsibility under the direction and supervision of a Director. Examples: Program Assistant, Administrative Assistant, NTAA-Case Worker, Case Worker Assistant, Social Service Supervisor, Medical Social Work Supervisor and Medical Social Worker.

### 2. Staff Aide:

Persons employed locally to conduct special programs and/or perform administrative services which require skill and training but who may or may not meet the requirements for professional status.

They may be full time or part time employees, and shall be paid out of local non-professional budget. Examples: Paid hostesses, business manager, special program aides, teachers and instructors, etc. All such persons must be approved by the national agency and reported to USO Headquarters.

3. Clerical: Office and Clerical - full time and part time employees employed for clerical and office work within the local operation.
4. Operations and Maintenance: Persons employed full time or part time for the operation and maintenance of the plant, and equipment - building superintendents, janitors, porters, cleaners, engineers, firemen, etc.
5. Club or Building Services Personnel: Persons employed locally to provide special services, such as bootblack, barber, snack bar operator, chiropodist, food services.

These titles are to be used by all agencies in all USO operations and by all USO report forms to assure comparable personnel figures.

6. Part-time Employees: Persons who are employed to work less than 40 hours a week unless full-time employment in a particular type of position is otherwise defined in the personnel policies of an agency.

#### Personnel Policies and Practices

1. Salaries paid by USO agencies shall be on the basis of qualifications and responsibility for which workers are assigned, regardless of race or sex.
2. Special consideration should be given to the cost of living in the community to which the worker is assigned, when salary is being determined.
3. Each agency should employ an examining physician to review the report of the standard health examination as given by the local physician.
4. Each agency is responsible for Workmen's Compensation for all employees.
5. Moving expenses within reasonable limitations shall be paid for professional workers assigned to new positions and for those transferred to new locations. Travel expenses to the new location for a worker and his immediate family dependents shall be paid.
6. If a person elects to store furniture, an allowance toward storage charges, not to exceed the equivalent cost of moving furniture from the point of residence to the point of assignment, shall be made.
7. Expenses for the return of dismissed workers to the point of origin shall be paid by the employing agency. By point of origin is meant the place of residence of the individual when originally



employed. This policy does not apply to persons who voluntarily resign of their own accord.

8. A maximum not to exceed two weeks of sick leave per year shall be granted on salary. Where further sick leave is necessary, the question shall be referred to the Personnel Committee of the agency.
9. Following the first six months of employment of professional workers, it is recommended that each employee shall be eligible for a vacation with pay of two weeks. For one year of service the recommended vacation period shall not exceed one month. Because of the pressures and strains of USO jobs, the taking of vacations is highly important.

After the first six months of employment, non-professional workers in USO operations shall be eligible for a vacation with pay of one week for each six months of service or proportionate fraction thereof not to exceed a maximum of two weeks per year.

10. A separation wage may be paid to full-time workers employed 30 days or more whose services are terminated by the employing organization or who are inducted into military service. The separation wage shall be the equivalent of one week's salary for each six months of service or fraction thereof, not to exceed a maximum of 8 weeks, plus earned vacation allowances.

When the services of an employee are voluntarily terminated (except when entering military service voluntarily), or when an employee is dismissed for cause, no separation wage shall be paid, other than earned vacation allowances.

## B. Training Policies and Programs for USO Workers

### General Statement on USO Training Functions

The responsibility for the training of workers for both pre-service training and in-service training, is the responsibility of the member agencies.\*

Some of the training functions can best be performed by the operating agencies separately; others can best be done jointly. Following is an analysis of the major training activities in terms of those which can best be done by the agencies jointly or separately.

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\* By pre-service training is meant the classwork provided through the Inter-Agency Orientation Courses and the subsequent supervised field experience. By in-service training is meant the training provided for workers after they have been placed in jobs. Such forms of in-service training include: Agency Conferences, Regional Institute-Workshops, Refresher Courses, etc.

In the interest of economy of time and money, and in order to accomplish the values of joint and separate training, as much separate agency training as possible should be at the time and place of the joint activities. Thus most of the conferences of agency workers can be held in connection with Orientation Courses, Regional Institute Workshops and Refresher Courses.



### Functions Which Can Best Be Done Separately

1. Orientation Courses to clarify the distinctive philosophy, organization, leadership, policies and practices of the employing agency. These courses give new USO workers a working experience with their own operating officers and with their own agency colleagues.
2. Conferences of agency workers to strengthen the working relations between the workers and agency supervisors and national operating officers, to consider problems, policies, and special program emphasis from the standpoint of agency practices.
3. Direct Processes of Supervision - "coaching" visits, materials, correspondence, etc., to increase the workers' understanding and skill in administration, program and relationships, - i.e., to improve the quality of work.

### Functions Which Can Best Be Done Jointly

1. Orientation Courses to clarify common policies, practices and insights applicable to all workers, regardless of agency.

These courses give new workers a working experience in cooperative relationship with other USO colleagues.

2. Regional Institute-Workshops to increase insight and skill, to develop greater unity of purpose, to study cooperatively central aspects of USO functions and problems, to consider new needs and policies, and to increase understanding about the member agencies.
3. Refresher Courses to provide mature USO workers a more sustained study-teaching experience in areas basic to USO; to supplement resources of knowledge and skill where their equipment is most deficient and to make available newer developments of knowledge and techniques that have developed with USO.

### Pre-Service Training

The pre-service training program is designed for all new workers, local, regional and national. Any exceptions to this procedure must be approved by the Joint Training Committee. The pre-service training program consists of three phases: Inter-Agency Orientation Course; Agency Orientation Course and Supervised Field Experience.

The Inter-Agency Orientation Course consists of three weeks of classroom work and one or more field visits for observation during the three-week period. The Course is conducted in New York City under the guidance of the Joint Training Committee.

Courses given are: USO in Wartime Communities, Program Planning and Supervision; Understanding the Individual in Wartime; Agency Backgrounds and Practices; USO Staff Organization and Relationships; Administration of USO Operations; Selection and Training of Volunteers in USO Work; Organization and Policies of USO.



Special lectures are given on: Military and Naval Organization Regulations, etc.; Role of Chaplains, Special Service Officers, Red Cross Workers, etc.; Relation to U.S. Government Bodies; USO and Inter-Racial Relationships; Industrial Developments Toward a War Economy; USO Program and Post-war Readjustments.

Special Seminars, Workshops and demonstrations are conducted on: USO Services in War Production Areas; Case Work Problems and Adaptation to Wartime Needs; Mass and Group Program Activities.

The Agency Orientation Courses are conducted by national representatives of each member agency during the afternoons of the three-week period of classwork. These courses deal with the history, organization, policies, philosophy, program, personnel and practices of the agency.

Special Sessions are conducted for personnel employed for Community-Conducted Operations and Overseas Service.

Supervised Field Experience for a two-week period follows immediately the Orientation Course. The purpose of the supervised field experience is primarily to increase the resources of workers-in-training through first-hand contact and experience under favorable conditions with a local USO operation.

#### In-Service Training

The purposes of in-service training are:

1. To supplement the knowledge and skill of the worker at points where his equipment is most limited;
2. To make available to workers some of the knowledge and technique that have developed within USO;
3. To stimulate the development and competence of workers throughout their experience in USO;
4. To contribute to a high level of morale and esprit de corps among workers by providing opportunities for significant professional growth.

In selecting workers to attend USO training activities, it will be necessary locally to:

1. Provide adequately for the coverage of responsibilities carried by workers who are away for training.
2. Interpret to members at Operating Committees and USO Councils the importance and value of the training which is to be secured.

The inter-agency in-service training program consists of three major methods:

1. Institute-Workshops - The Regional Institute Workshops now emphasize the features of a workshop; the term Institute-Workshop is used to signify this development. The Institute-Workshop includes some platform presentations and some interchange in groups for the purpose of clarification and stimulation, but the central feature is the opportunity to work with others in common problems.

The procedures for the Workshop phase of the Institute include:

- (1) Selection of the problems or topics for consideration.
- (2) Assignment of responsibility for pre-Workshop study of these problems to Committees, Staffs or Staff Conferences.
- (3) Division of participants at the Institute-Workshop into "work" groups around the problem under consideration.
- (4) Supervision or guidance by Regional Executives and Agency Supervisors in preparation for the Institute-Workshop and in follow-up projects.

The number of workers attending each Institute-Workshop is limited in order to facilitate the fullest participation and the best workmanship at the Institute-Workshop, and to provide for continuing services in the local USO operations.

The Joint Training Committee gives general national direction to the planning of the Regional Institute-Workshops. Regional Executives and Supervisors appoint the planning committees for each Institute-Workshop and work with the USO Coordinator of Training in developing and carrying out plans. Regional Supervisors, in accordance with their agency procedures, determine which local workers will attend the Institute-Workshops. They also plan for whatever agency conferences or meetings are considered necessary to be held before, during or following the Inter-Agency sessions. Provision is made in the training budget of each agency for travel and living expenses for the attendance of its workers.

## 2. Refresher Courses

The Refresher Courses have been established for workers who have been in the field for a considerable length of time. These courses are somewhat on the pattern of the Inter-Agency Orientation Courses but differ in purpose and content. Instead of being designed primarily to "orient" new workers, they provide an opportunity for a relatively small number of carefully selected workers to study in basic areas of professional competence in the USO. These areas of instruction and study are determined by an exploration of needs in the field but they usually include such areas as:

- (1) Supervision of program and leaders
- (2) Methods of administration and staff training
- (3) Group work methods in program building



- (4) Counseling individuals
- (5) Social Case Work
- (6) Community relationships and organization

The Refresher Courses are about two weeks in length. They are conducted in three or four sections of the country.

The Joint Training Committee formulates the general plan for Refresher Courses. Each national agency, in accordance with its procedures, determines which workers will attend the Refresher Courses in conformity with the conditions outlined by the Joint Training Committee and approved by the Conference of Executives. Each agency is entitled to send workers to the Refresher Courses in similar proportion to its percentage of the total USO personnel. Each agency determines what separate agency meetings or sessions will be held in conjunction with the Refresher Courses. Provision is made in agency training budgets for travel and living expenses for its workers attending the Refresher Courses.

### 3. Staff Meetings and Staff Conferences

The staff meetings and staff conferences are potentially the most available and continuous methods of in-service training. In order to accomplish staff-training results, they must be carefully planned with this purpose in view. This requires that the proportion of time devoted to the clearance of routine and administrative matters should be kept to a minimum, so that major attention can be given to matters that are primarily designed to increase the understanding and competence of USO workers in the areas of: the organization and policies and purposes of USO; the organizations, policies and purposes of the member agencies in USO; the administration of USO operations including committees, councils, public relations, building maintenance, etc.; community relations and planning; the personal needs of individuals in the constituency; program objectives, planning and evaluation and the selection, training and supervision of volunteers. (See the Section on Staff Conferences for a further description of content and procedures for Staff Conferences)

### Selection of Personnel to Attend Institute-Workshops and Refresher Courses

Each agency will determine which workers are to participate in the different types of in-service training in accordance with the needs of the workers and the purposes of the various types of training. To guide this selection it is proposed that:

1. Workers selected to attend the Institute-Workshops shall have been on the job at least six months after completion of their Orientation Course and Supervised Field Experience.
2. Workers selected to attend Refresher Courses shall have been on the job at least one year (or shall not have attended an Orientation Course within that period).

Workers should not be selected to attend both an Institute-Workshop and a Refresher Course within a year. Each worker should have the experience of at least an Institute-Workshop, Refresher Course or an agency conference once a year. In Joint Agency Operations selection of workers will be made after a conference between the Agency Supervisor involved and the director of the operation.

### C. Volunteers in USO Operations

The great volume of USO service would be impossible with only the service of USO staff members. Volunteer workers help to enrich the quality and the variety of USO program and to provide for service men and women contacts with civilians.

Volunteers are often the only USO contact with the general public as well as with those who participate. It is, therefore, important that volunteers realize that USO service will be judged by their work. The quality of the service rendered sets the tone of the entire USO operation.

It is USO policy that all volunteers recruited by local USO Club Directors for any phase of USO volunteer services be registered with the local Civilian Defense Office. (See USO Relationships Part XVIII section I of this manual).

Volunteer services in USO may be classified as follows:

#### 1. Administrative and Planning Volunteers

- (1) Administrative committee members: Operating or Advisory Committees, and their sub-committees, such as, finance, building maintenance, program; USO Council members.
- (2) Hostess Committees: for the selection, training, placement and supervision of volunteers.
- (3) Activity Committees: which include members of armed forces, war workers, and other civilians who help plan and conduct activities.

#### 2. Service Volunteers

- (1) Junior Hostesses, who serve as partners for dances, games, parties, and as young "conversationalists."
- (2) Senior Hosts and Hostesses, who serve as chaperones for Junior Hostesses and as more mature "conversationalists."
- (3) Snack Bar Volunteers, who prepare and serve snack bar food and special refreshments.



- (4) Office aides, who assist with telephone, registration desks, filing, mimeographing.
- (5) Special Services, including those who sew on buttons and chevrons, manage check rooms, arrange flowers and exhibits.
- (6) Home Hospitality Service, who plan entertainment in homes, gardens, picnics, trips, etc.
- (7) Transit Service, who give information and personal services to people in transit.

### 3. Program Volunteers

Leaders of classes or groups in arts and crafts, dramatics, music, discussions, out of door and athletic activities.

The participation of people from many different groups in the community should be encouraged. The recruiting, selection, training and supervision of volunteers in USO is the responsibility of Club Directors and staff members with the assistance of committee members. Practices should be similar in different operations in the same community or in the same camp area; USO Council committees can well coordinate the recruiting of volunteers for different USO operations.

Volunteers need information and instruction in:

1. The particular services for which the volunteer will be responsible;
2. The different types of services provided in USO operations;
3. The particular emphasis and types of services rendered by the particular agency in which they serve.

Courses and meetings for volunteers have been held frequently by individual agencies or for certain centers. Inter-agency courses for volunteers have been held under the auspices of a Staff Conference or a USO Council. Where there is more than one club in a community careful consideration should be given to the advantages of joint courses for volunteers.

Courses for volunteers are conducted in various ways, according to the needs, the time and leadership available in the community. Some courses are planned for one full day, others for two or three consecutive days. Still others are scheduled for one period a week for three to eight weeks.

Regardless of how extensive the course is, it is important to remember that this is only the beginning of the volunteer's understanding of the work to be done. A volunteer feels satisfaction in what he or she is doing if opportunities are provided which continually increase his/her understanding and better fit him to carry increased responsibility. In

order to provide this kind of experience, staff members must arrange frequent periods of consultation for volunteers under their supervision. They must also see that additional opportunities for information, instruction and inspiration are provided from time to time.

Topics for meetings of volunteers, administrative, program and service volunteers might include the following:

1. The USO  
National: history, organization, scope, aims, the six member agencies and what they do, relationships, to O.C.W.S., American Red Cross, Special Services Division, Community-Conducted Clubs, Mobile Services, Overseas Services, USO-Camp Shows, Inc.  
Local: agencies operating locally, relationship to community resources, USO activities available.
2. USO Volunteers  
The scope and kinds of jobs carried by USO volunteers and their importance.  
Volunteer - professional worker cooperation: What each may expect of the other.  
Qualifications of a Volunteer: personality, abilities, attitudes, health, appearance.
3. The Effect of Wartime  
On personal and family relationships of civilians and members of the armed forces; on leisure time needs resulting from military and industrial routines; emotional and religious needs.
4. The Needs of Groups Served by USO  
Individual services and group activities to meet the special interests and needs of service men and women, wounded and honorably discharged men, war workers and their families, army wives, junior hostesses, persons in transit, etc.
5. Military Security  
Obligations of all USO personnel: Safeguarding vital military information; discouraging gossip and rumors; desirability of finger printing.

In addition to the general information needed by all volunteers working in USO, each specific group will need information and instruction about their particular work.

Instruction for Administrative Volunteers Should Include:

1. The USO Council and Its Committees  
Organization and responsibilities; relationships; within agencies, to community, to regional and national office, to professional workers.



2. Business and Finances:  
Committee organization and duties, campaign activities, bases for Budgeting; relation to National War Fund; Reports; relation to Program; relation to other committees.
3. Program  
Committee organization and duties; relation to other committees; survey of present activities and equipment; meeting future needs.
4. Building Maintenance  
Committee organization and duties; what building should provide; how atmosphere affects program; viewpoint resultant from military training; fire hazards; techniques in obtaining good maintenance.
5. Public Relations and Information  
Committee organization and duties; relation to other committees, community groups and individuals; standards and mediums - press, radio, speakers, displays; how to know your community; how publicity affects program.

#### Standards For Senior And Junior Hostesses

The following statement covering the recruiting, registration, responsibilities and required basic standards of Senior and Junior Hostesses has been prepared by the USO Committee on Work with Women and Girls, composed of representatives of the six member agencies and approved by the Conference of Executives and the Executive Committee.

While volunteers in Troops-in-Transit operations are generally called Hostesses, their duties differ from those set down here, and, therefore, are not included in this statement.

#### Senior Hostesses

A Senior Hostess is interpreted to mean a person who is qualified as a volunteer and is capable of assuming certain definitely specified responsibilities for such service as:

Chaperonage at dances, parties  
and other social events  
Reception and Information  
Canteen and Refreshment

Game Room or Library  
Checking and similar services  
Senior Conversationalists

#### 1. Organization

A Senior Hostess Committee or Committees appointed by USO agencies, individually or by a USO Council should have sufficiently broad community representation to assure the widest and most careful selection in recruiting volunteers.

The functions of such agency or inter-agency committees should be:

- (1) To formulate local standards for USO Senior Hostess groups based on national USO standards.
- (2) To select candidates for the USO Senior Hostess groups.
- (3) To serve in an advisory capacity to the USO staff or staffs in the development of a total program for the hostess groups.
- (4) To provide reciprocal representation between Junior and Senior Hostess Committees.

A Senior Hostess Committee appointed by an agency is appointed by and responsible to the Operating or Advisory Committee of that agency. An Inter-Agency Committee in a Joint Agency Operation is appointed by, and is responsible to the Operating Committee. A community-wide committee appointed by a USO Council is responsible to the USO Council.

When more than one local USO hostess group is organized, a Coordinating Senior Hostess Committee representing all USO Senior Hostess groups should ordinarily be formed. The Chairman should be made a member of the USO Council. Any hostess group may select its own name.

All USO Senior Hostess Committees should cooperate with other similar community organizations, such as CDVO, War Recreation Councils and civilian groups of the USO agencies that may have developed hostess groups for the entertainment and welfare of the service men.

## 2. Recruiting -- Sources, Methods, Qualifications

- (1) Women should be included from different social and economic groups. Eligibility is determined by qualities of personal integrity, social responsibility, tolerance and unquestioned loyalty to the United States.
- (2) Maturity is an asset. Age limitations are neither necessary nor desirable. Among personal qualifications are:
  - a. Reliability in meeting commitments and availability when needed;
  - b. Ability to assume responsibility; willingness to accept supervision by professional staff;
  - c. Interest, tact and enthusiasm in meeting younger persons;
  - d. Resourcefulness;
  - e. Special skills and interests;
  - f. Good health, physical endurance, neatness and good personal appearance.



- (3) Senior Hostesses should be recruited from churches, women's clubs, and other community organizations, business, professional and industrial groups, trade unions, schools and college faculties, women employed on military posts.
- (4) Newspaper, radio speeches and printed material for recruiting purposes should state clearly the scope of the work, training and reference requirements. This is equally true of letters and telephone conversations.

### 3. Registering

- (1) A separate card file of Senior Hostesses should be kept.
- (2) A Senior Hostess recruited individually should furnish at least two character references. These references should be checked by designated reliable volunteers, in cooperation with professional staff.

They may be checked by:

- a. Letter
- b. Telephone conversation where the reference is known to person making the telephone call, with the information carefully noted for future reference.
- c. Personal interview

The reference blanks must be filed with registration card.

Senior Hostesses recruited as groups through an organization may be considered as acceptable if their organization is considered acceptable by the Senior Hostess Committee. Since USO is a civilian agency, it is desirable that representatives of non-member agencies wear civilian clothes while on USO service.

- (3) Each prospective Hostess should be given a personal interview by a committee representative or responsible volunteer, or by a professional staff member. This gives an opportunity to: first, make accurate notations regarding special skills, interests, and time available for services; second, talk with the women about necessary regulations and to stress the importance and value of USO volunteer service; third, obtain personal impressions and other information for use in selection of volunteers.
- (4) A regular check of registrations is necessary:
  - a. To facilitate removal from lists of inactive or undesirable persons.

- b. To rotate hostesses where the number is in excess of the demand.
  - c. To assure a reserve list of hostesses to meet unusual or emergency situations.
  - d. To develop the capabilities and skills of volunteers to the fullest extent.
- (5) Only registered Senior Hostesses may participate in social activities for members of the Armed Forces.

Wives of the service men who desire to serve as Senior Hostesses should register in the regular manner. Regulations regarding visitors should be established locally by the Club Director on recommendation of the Senior Hostess Committee.

#### 4. Training and Leadership

Instruction for Senior Hostesses is essential, and should include both orientation and in-service training. An Orientation Course should include a minimum of three discussion periods on such subjects as:

- (1) The basic function, program and philosophy of the USO locally and nationally. The entire instruction should be related to this basic theme and to the volunteers ability to interpret this to the community and others who participate in USO activities and services.
- (2) The functions and responsibilities of Senior Hostess
  - a. Needs of people in wartime and the importance of relating USO services to those needs;
  - b. The types of responsibilities Senior Hostesses carry;
  - c. The standards required of Senior Hostesses;
  - d. Relationship of Hostess to professional staff members.
- (3) Responsibility to the Community and the War Effort
  - a. Safeguarding military information. A talk or discussion led by a representative of the Armed Forces, possibly supplemented by films from OCD, USO and/or OWI;
  - b. Knowledge of other community services in relation to USO resources and services;
  - c. Maintaining regular established community activities;
  - d. Coordination of USO services in the community war effort.



The process of informing and instructing volunteers is a continuing process and should include:

- (1) Individual or group conference with professional staff members;
- (2) Participation in club activities;
- (3) Directed reading and discussion periods.

The relationship between the professional staff and volunteers should be such as to:

- (1) Make suggestions for additions or improvements in services;
- (2) Seek advice and guidance from professional staff members.

Each community will develop its own specific regulations in the light of local conditions, according to these basic standards.

#### Junior Hostesses

The purpose of USO Hostess Organizations is to promote wholesome co-educational activities in communities near military establishments.

##### 1. Organization

A committee or committees should be formed or appointed by USO agencies, individually or jointly. The functions of such agency or inter-agency committees should be:

- (1) To formulate local standards for USO hostess groups based on USO basic standards.
- (2) To select candidates for the USO Hostess Groups.
- (3) To serve in advisory capacity to the USO staff in the development of a total program for the hostess groups.

A Hostess Committee appointed by an agency is responsible to its Operating Committee. An Inter-Agency Committee in a Joint Agency Operation is appointed by and is responsible to the Operating Committee. An Inter-Agency Committee appointed by a USO Council is responsible to the USO Council.

When more than one local USO hostess group is organized, a Coordinating Committee representing all USO hostess groups should be formed, the chairman of which should be a member of the USO Council. Any hostess group may select its own name.

All USO Hostess Committees should cooperate with other community organizations, such as OCD, War Recreation Committees and civilian groups of the USO agencies that may have developed hostess groups for the entertainment and welfare of the service men.

It is desirable that Hostess Committees and Club Directors cooperate with Special Service Officers and other military officials in providing partners for dances at Posts, working through the regular channels set up locally for clearance with military officials.

## 2. Recruiting and Selection

- (1) Girls should be included from different social and economic groups. Eligibility is determined by qualities of personal integrity, social responsibility, and unquestioned loyalty to the United States. Marital status per se is no reason for exclusion.
- (2) Age limits: 18-30 years. Deviation in age standards in either direction should be subject to the local committee's careful consideration, and, except for unusual individual cases, approved by the USO Council. It may seem necessary to consider lowering the age limit because of the 18 and 19 year old boys entering the service, but it is suggested that the age limits of 18-30 are desirable and should be observed. In any case, standards for age limitations should be the same in any given camp area. The USO Council is responsible for maintaining satisfactory and comparable practices.
- (3) Junior Hostesses should be recruited from churches, stores, factories, war industries, trade unions, girls employed on military posts, offices, girls' and women's clubs, fraternal and sorority groups, schools and colleges, and from other responsible organizations and individuals.
- (4) Newspaper, radio, speeches and printed material for recruiting purposes should state clearly the reference requirements and responsibilities. This is equally true of letters and telephone conversations.

## 3. Registering

- (1) A card file of hostess registrations should be kept by the Agency or Inter-Agency Committee representative responsible, and regularly checked for active participation.
- (2) References should include at least two known character references from persons other than relatives. This might include one personal and one business reference. References should be checked by a professional staff member or a designated reliable volunteer. They may be checked by: (a) written form, (b) telephone conversation; in which case, information is carefully noted for future reference; (c) and by personal interview. In any case, the reference blanks must be filed with the registration card.



- (3) Each prospective hostess should be given a personal interview by a professional staff member, or when not feasible, by a responsible volunteer. This gives an opportunity to: first, make accurate notations regarding special skills or interests; second, gives an opportunity to talk with girls about regulations and to stress the importance and value of this opportunity, and, third, affords a chance to obtain personal impressions and information for use in selection.
- (4) After references have been checked, the interview completed and the applicant accepted, an identification card is issued. Some agencies issue a temporary card for which the permanent card is substituted on completion of training course. Whatever device is used remember, instruction is necessary.
- (5) A regular check of registrations is necessary to:
  - a. Control frequency of attendance to prevent over-preoccupation with USO affairs to the exclusion of normal participation in church, school and other community activities;
  - b. Facilitate removal from the lists of inactive or undesirable girls;
  - c. Guard against exchange of cards;
  - d. Provide a system of rotation where the number of qualified hostesses is in excess of the demand.
- (6) Only registered hostesses may attend social activities for service men. Soldiers' wives living in the community should register for hostess groups in the same way as others; they are expected to meet the same standards of conduct and responsibility. Provision should be made for emergency guest cards for out-of-town visitors, and to meet unusual situations.

#### 4. Instruction and Leadership

A preliminary course of instruction should be required for hostesses modified by local needs and resources to include such subjects as:

- (1) Functions, Program and Philosophy of USO. The entire training should be related to this basic theme. When possible, it is highly desirable to use regional or national USO or agency representatives to interpret USO philosophy.
- (2) Citizenship and Loyalty, with special reference to military matters: information, insignia, gossip, rumors. Hostesses do not ask questions of a military nature nor spread rumors! No one is better prepared to interpret military policies than military persons. This is an opportunity to relate Special Service Officers to the USO program.

- (3) Etiquette and Social Usage: specific club regulations, emphasis on individual responsibility for making all activities successful. Service men and women rightly resent any suggestion of condescension.

The Hostesses should be informed about the total USO program and should be active in furthering the interests of service men and women in all phases of the program.

Columns in recognized magazines for women provide interesting and useful material which can be presented by club directors, staff members or competent volunteers.

- (4) Cosmetics and Clothes. Clothes should be simple and appropriate to various activities engaged in. The importance of personal cleanliness should be stressed. Dance programs should be varied to include both formal and informal dress.

Local fashion and cosmetic experts are often willing to help and can be extremely useful in this phase of the instruction.

- (5) Health. Problems of fatigue, posture, diet, exercise, personal and social hygiene should be considered. Rotation of hostesses is suggested to guard against undue fatigue.

These discussions may well be led by a doctor, a public health nurse, health specialist or physical education teacher from local schools.

- (6) Personality and Personal Relations. This should include understanding of personality development and a discussion of emotional maturity, the basic human needs of men and women with special reference to the individual psychology of the members of the armed forces; and of the impact of war on personal and marriage and family relationships.

This instruction definitely requires professional leadership. The leadership of a reputable psychologist is highly desirable. Such professional leadership may be found in college faculties, clinics and other local organizations, in county and state social hygiene or mental hygiene societies. Occasionally, such organizations as the "Association for Family Living," provide extension services.

Throughout the entire course of instruction stress should be laid on group work techniques and practices rather than on lecture method. Provision should be made for advance in-service instruction, because new information must be made available and continuous instruction must be given.

## 5. Standards of Conduct

General rules of social conduct, preferably developed by the group itself in consultation with the staff, should be strictly observed.



Each committee and club staff will develop its own regulations in the light of local needs; however, certain basic age requirements, abstinence from drinking, and personal integrity and reliability must be observed in all USO operations. Any questions involving personal reputation should be individually traced to their source and dealt with accordingly, to protect the girls concerned, to protect servicemen and to protect the reputation of USO, locally and nationally.

General rules will apply also to chaperones leaving building between dances, smoking, minimum standards of appearance and a policy of subsequent date-making.

Enforcement by a committee of Junior Hostesses is a wise device; they thus share this responsibility with Senior Hostesses and with the professional staff members.

1. To supervise and coordinate all operations of the Operating (or Advisory) Committee in all matters within the Committee's scope of responsibility.
2. To develop in joint planning with the Operating or Advisory Committee the staff of volunteer personnel for the total USO constituency, including minority and majority groups.
3. To administer all personnel matters related to staff personnel.
4. To supervise the activities of the operation, including accounting, financial and reports, correspondence, and budget planning.
5. To supervise the maintenance and use of the building, including the services of the maintenance staff.
6. To supervise the property and other forms of public relations for the operation.
7. To maintain the relationships between the USO operation and other USO operations, and with other agencies, private, governmental or military, in the community. (Except as these responsibilities for general USO representation have been assigned to the USO Council or to a USO Area Representative.)

#### General Functions of Other Staff Members

All staff members, whether in a Single Agency Operation or a Joint Agency Operation are responsible to the Director of the operation.

1. To assist the Director in developing and providing an adequate program of services for the total USO constituency.
2. To provide in Joint Agency Operations special services for the needs of the USO constituency in which his or her employing agency is particularly interested, consistent with responsibilities assigned upon for the operation.

## PART X

### STAFF FUNCTIONS AND THE STAFF CONFERENCE

#### A. Staff Functions

The functions of directors and other staff members inevitably vary in different operations. In general, however, they are quite similar in Single Agency Operations. Special considerations which apply to Joint Agency Operations are described in Part VII.

#### General Functions and Relations of the Director

The Director, as the chief executive, is responsible for the direction and coordination of the various aspects of the operation. He is responsible to his agency Regional Supervisor but must work in close collaboration with the Operating Committee.

#### Specific Functions of the Director

1. To maintain appropriate relations with the Operating (or Advisory) Committee on all matters within the Committee's range of responsibility.
2. To develop in joint planning with the Operating or Advisory Committee and the staff an adequate program of services for the total USO constituency including both minority and majority groups.
3. To administer policies and practices related to staff personnel.
4. To supervise the business of the operation, including accounting, records and reports, correspondence, and budget procedures.
5. To supervise the maintenance and use of the building, including the service of the maintenance staff.
6. To supervise the publicity and other forms of public relations for the operation.
7. To maintain the relationships between the USO operation and other USO operations, and with other agencies, private, governmental or military, in the community, (except as these responsibilities for over-all USO representation have been assigned to the USO Council or to a USO Area Representative.)

#### General Functions of Other Staff Members

All staff members, whether in a Single Agency Operation or a Joint Agency Operation are responsible to the Director of the operation.

1. To assist the Director in developing and providing an adequate program of services for the total USO constituency.
2. To provide (in Joint Agency Operations) special services for the section of the USO constituency in which his or her employing agency is particularly interested, consistent with responsibilities as agreed upon for the total program.



### Specific Functions of Other Staff Members

To accept and carry out under the direction of the Director responsibilities as assigned. The functions of staff members typically include:

1. Supervision of personal services.
2. Planning and supervision of program.
3. The recruiting, training and supervision of volunteers.
4. The supervision of the care and maintenance of the building.
5. The preparation of reports and records.
6. The counseling of individuals.
7. The purchasing of supplies and equipment.
8. The preparation of publicity and the maintenance of public relations.

### Staff Relationships

The Director is responsible for insuring good staff relationships. This requires:

1. The assignment of staff responsibilities in relation to the particular skills of the worker (personnel data will be useful for this purpose).
2. The preparation and use of a job analysis for each staff position.
3. A carefully planned program of induction of the new worker to acquaint him with the various aspects of local USO in its total setting and in that community.
4. The clear definition of responsibilities and relations of each staff member.
5. Adequate provision for the professional development of staff members through carefully planned staff meetings, interviews and other supervisory procedures.
6. Provision of opportunity for the exercising of initiative and authority commensurate with the ability and responsibility of the staff worker.
7. The facilitation of the best possible working conditions.

### B. Local Staff Conference

#### Introduction and Background

The major purposes of the USO Staff Conference are:

1. To provide an opportunity for joint planning, discussion of common problems, and the clearance of plans and procedures.
2. To provide an opportunity for increasing the competence of USO workers through a carefully planned program of staff training.
3. To provide an opportunity for increasing the unity and esprit de corps, among personnel of various USO agencies.

The relationship of the Staff Conference to the USO Council should be noted. (See Part VIII)

The USO Regional Executive is responsible for initiating the organization of a Staff Conference. The Regional Executive is also responsible, with the collaboration of the agency Regional Supervisors, for the kind and amount of supervision that will insure a healthy vital functioning of the Staff Conference so that it will effectively achieve its major purposes.

The Staff Conference should be distinguished from the meetings of the staff of one building, which should be referred to as "Staff Meetings". If there is only one building in a community, the Staff Meeting is equivalent to a Staff Conference and many of the following principles and procedures are applicable.

The Staff Conference is comprised of professional personnel of each designated USO agency operating in the community or camp area. Some Staff Conferences include the staff members of clubs in one community; others include staff members of all clubs in a camp area comprising clubs in several communities. The representatives of the Office of Community War Services of FSA, Special Service Officer or Chaplain may be invited to participate in the discussion of specific problems related to their responsibilities. The role of USO Regional Executives and agency Regional Supervisors when attending Staff Conference meetings should be to serve as resource persons supplying information, background material, etc.

It is desirable that all professional members of USO staffs included in the Staff Conference attend the meetings of the Staff Conference if the meetings are definitely planned for achieving staff training objectives. This means that a minimum of time should be devoted to those routine or administrative matters that are not of concern to all staff members or basically conducive to the development of competence among all staff workers.

The frequency of meetings will vary with the circumstances. A meeting with a concentrated agenda, once a month, may be best suited to the conditions in some situations. In others, a bi-weekly meeting perhaps two or three hours will be most satisfactory.

The Staff Conference, as a part of the whole organizational structure of USO, is set up to advance the aims and purposes of USO. The methods and procedures used by the Staff Conference, therefore, should be thoroughly consistent with USO aims and its effectiveness should be measured in terms of basic USO purposes.



If USO is to succeed in fulfilling these aims, some individual or agency points of view or interest have to be subordinated to or harmonized with those of the entire organization. This means an honest, consistent effort to apply democratic ideals in the administration of USO work. The building of this unity locally is the task of the Staff Conference. (It has been possible and can continue to be successful only through well-balanced leadership.)

The following specific and tested procedures should be of service to good leadership in pointing the clear-cut relationship between stated USO objectives and methods of working together. These are two parts of the same thing and cannot be approached separately without an inconsistency that endangers the whole process and the entire program.

#### The USO Staff Conference Chairman

Each Staff Conference selects its Chairman. The major factor to be considered in the selection of the Chairman should be the competence of his or her leadership for this kind of an inter-agency staff enterprise. The tenure of office should be long enough to insure continuity in planning and leadership. The period of one year is suggested as probably the minimum under normal circumstances for effective results.

The Staff Conference Chairman has the responsibility of guiding the process of staff discussion, staff training, and joint planning and of integrating diverse interests of the staff members. This is not a small task. He must keep constantly before him the objectives of USO so that in discussion of methods, program division of responsibility, etc., he can always bring discussion back to the main problems and keep it in line with USO purposes. In order to do this, he should:

1. Keep in the open consideration of different points of view.
2. Encourage subordination of differences in the interest of harmony and unity.
3. Carefully delegate responsibility for carrying out decisions with the approval of the Conference.
4. Provide for the reporting and reviewing of actions by the Staff Conference.
5. Make clear that decisions mutually arrived at are binding upon the Conference and on the part of all agency representatives until revised or revoked.
6. Keep in mind the fact that he represents USO in the community.

#### Content of Meetings

The content of meetings should be designed to achieve the major purposes of the Staff Conference as previously outlined. The content of meetings falls

roughly into three types or categories as indicated below. It should be recognized, however, that increased competence of USO workers can be stimulated effectively in meetings related to the first two types of content as well as to the third, if the items dealt with are managed so as to achieve this purpose.

1. Items Related to Program Clearance and Planning. Illustrations:

- (1) Planning the over-all program within a community and agreement on each individual groups responsibility.
- (2) Advance clearance of plans of the several agencies, especially for social activities of single agencies and activities involving several agencies.
- (3) Compilation of a monthly calendar of events for the entire area and provision for distribution of papers and materials.
- (4) Exchange of program suggestions. These may come out of local experience or from the Program Departments of the national agencies or the Program Division of USO.
- (5) Exchange of program personnel and resources. e.g. Scheduling a dramatic unit or music group developed by one of the clubs throughout the area or plans for using community clubs for sponsoring of entertainments, dances, etc.

2. Items related to the interpretation, clarification and discussion of USO policies, trends, Field Service Bulletins, etc. Illustration:

- (1) Discussion of recent releases from the national USO office.
- (2) Discussion of problems that arise of common concern to all of the agencies in the area.
- (3) Discussion of statistical reports on joint projects, etc. to be made to the USO national office.
- (4) Discussion of plans for Regional Institute Workshops and Institutes for volunteers, etc.

3. Items designed especially for staff training problems -- i.e., for increasing the knowledge, insight and skill of USO workers in their various functions. Illustration of topics and areas:

- (1) The history, organization, policies and purposes of USO.
- (2) The history, organization, policies and purposes of the member agencies in USO.
- (3) The administration of USO operations, including public relations, building management, budget procedures, etc.
- (4) Methods of effective work with committees and councils.



- (5) Community understanding, planning and organization.
- (6) How to deal with conflict and tension situations in a community.
- (7) The basic needs of individuals and methods of counseling.
- (8) Program for special groups in the constituency, such as war production workers, women in the armed forces, minority groups, returning service men.
- (9) The objectives of USO program.
- (10) Group work methods in USO program building.
- (11) Developing a program with variety, richness and continuity.
- (12) The systematic evaluation of program.
- (13) The selection and recruiting of volunteers.
- (14) Planning and conducting pre-service training programs for volunteers.
- (15) The principles and methods of in-service training for volunteers - group meetings, supervisory interviews, etc.
- (16) The use of records for the improvement of program.

To facilitate meetings designed for staff training, the following procedures may be found useful.

1. A systematic method should be used to ascertain the specific needs of staff members for professional growth in the areas of USO competence.
2. The appointment of staff committees to study problems in selected areas and to prepare reports for staff discussion.
3. The provision of leadership for discussion on a person competent in the area being discussed and in methods of group leadership.
4. The use of study outlines, bulletins and especially selected resource material.
5. The use of resource persons from community, colleges, regional or national USO or member agency staffs.
6. Reports by staff members of books, studies or other material pertinent to area selected for consideration.
7. Provision for the circulation of books among staff members pertinent to the subjects being discussed in the meetings.

8. Reports from staff members who have attended Refresher Courses, Institute-Workshops, Agency Conferences or other professional meetings.

### Guiding the Meeting

The Chairman of the Staff Conference should respect the many demands on the time of the staff members. He should attempt to make their work together at staff meetings as fruitful as possible by seeing that meetings are carefully planned and effectively conducted. Following is a list of suggestions that may help to further this purpose.

1. The agenda of the meeting should be carefully planned previously by a staff committee and should be in the hands of members in advance of the meeting. Items to be included should be submitted to the Chairman by agency staff members. Items included on the agenda should be of importance to all participants.
2. Adequate preparation in the form of materials, resource personnel etc. should be made. Reports, communications, materials, etc. to be used as a basis for staff discussion should be sent to the members far enough in advance to permit them to become thoroughly familiar with the material.
3. The physical setting should be conducive to an effective meeting. The arrangements should be such that the extremes of formality and informality will be avoided. Whenever possible the members should sit around a table. Pads and pencils should be provided. It may be desirable to rotate the place of meeting among different groups.
4. An opportunity should be given members at the beginning of the meeting to suggest changes in order of items on the agenda so that time may be allowed for adequate discussion of items of greatest importance. The accepted procedure for the formal approval of the minutes of previous meetings should be followed.
5. Before passing from one item of the agenda to another, a summary of the discussion or action should be made. The entire group should understand when a decision has been made and what the decision is. Motions or agreements should be stated clearly and if necessary restated in order to avoid misunderstanding.
6. Each agency represented on the Staff Conference is entitled to one vote on formal motions.
7. Business items should be handled with dispatch commensurate with adequate consideration. Discussion should be kept on the topic and detours and tangents headed off with good humor but firmness.
8. Every effort should be made to see that the meeting adjourns at the time agreed upon.



## Dealing with Conflicts

Differences of judgment are natural and normal, and it is to be expected that they will appear in the Staff Conference. In handling these situations, the Chairman may help build unity or he may unintentionally encourage disunity.

There are many ways of dealing with differences and the ones selected will depend upon the stage of development of the Staff Conference and the particular situation involved. The following may be helpful:

1. The most desirable method perhaps is that of integration. This is the process by which members of the Staff Conference discuss the situation, see all sides of the problem, and then arrive at a new solution which includes the best points put forth by the members with conflicting ideas. By using this method the Chairman helps the staff create something and a pattern has been established which may be valuable at a later time in arriving at solutions to conflicts.
2. If the Staff Conference reaches the point where integration is impossible, the only practical solution may be compromise. This means that both sides give up some of their claims and agree on something that is only part of what they would like to have. Individual members of the staff may not be satisfied but the solution arrived at may be the best possible under the circumstances.
3. Sometimes there may be a deadlock, and as a last resort the Chairman should not hesitate to step in and suggest a solution. The responsibility vested in him by the staff and implied in his position as Chairman may have to be used. This should be done only in cases of necessity.

The Staff Chairman has a responsibility to see conflict situations in all of their aspects and to seek to determine ways in which the conflicts may be used to unite the staff. The Staff Conference that has learned to see its own conflicts objectively, to understand them and to solve them rationally and without pettiness, has definitely progressed.

## Staff Conference Committees

In many cases where the Staff Conference is small, committees may not be necessary. In these places individual members may be delegated certain jobs. In other situations, where the group is larger, committees may be set up to assist in the work of the Staff Conference.

The values and uses of committees have been eulogized and many theories have been developed about them. Briefly and specifically, however, their chief function is to get a job done, using group processes.

There are two extremes of practice in this connection which need to be kept in mind:

1. To minimize the value of committees because of the belief that they slow up the process of making decisions.

2. To regard them too highly and give them too much executive responsibility.

The following principles on the use of Staff Conference Committees are offered in order to maintain a proper balance between these two extremes:

1. The mandate to the committee (its area of work) should be clearly identified for it.
2. Committees will and should vary with the particular needs of Staff Conferences and the community. Naturally, the number of committees appointed, the assignment to each, etc., will be determined by the Staff Conference.
3. Standing or long-time committees may be set up to direct their attention to such problems as public relations, counseling, snack bar operation, records and reporting, etc. or one of the topics for study previously enumerated.
  - (1) For example: The public relations Chairman should be the focal point for release of all news stories. This would insure one contact with papers, a central file of releases submitted and clippings of new stories.
4. Special Committees or those concerned with short-time projects may be used in connection with special holiday observances, parties, etc., and for specific program features which have a definite date of termination.
5. The Staff Conference should look to the committee Chairman for results.
6. A time limit should be set for the completion of the committee's job.
7. All of this points to the importance of the committee's personnel. The committee chairman and members should be appointed by the Staff Conference Chairman with the approval of the Staff Conference. Persons should be selected to be members who have a contribution of point of view, knowledge, skills, etc., to make to the work of the committee. Professional workers in related fields of work and community people may also be appointed to committees. It should be remembered that committee work provides good educational experience for younger professional workers.
8. Expect the committee to:
  - (1) Record decisions and findings reached.
  - (2) Report these accurately and immediately to the Staff Conference.
9. Some individual member of the Staff Conference should be appointed by the Chairman to carry out specific jobs such as purchase of supplies or equipment, employment of special assistance, etc. It is time-consuming and confusing for a committee to attempt jobs which can best be done by one person.



## The Secretary of the Staff Conference

The Secretary is elected by the Staff Conference. It is a good plan to have this office filled by someone not from the same agency as the Chairman. The Secretary has a difficult responsibility because, not only does he participate in the discussion and in the formulation of decisions, but he must also record accurately, concisely and with clarity, important points raised in the discussion and the decisions made. The recording of an accurate and adequate picture of what happens during the course of a meeting is extremely important. If the minutes of a meeting are well written they become an important factor in the process of building unity by indicating the steps through which the group passed in arriving at a decision. The Secretary should attempt to record content of the meeting as well as the mechanics of arriving at agreements.

The following suggestions may prove to be helpful to secretaries of Staff Conferences:

1. List the full names and identify by agency or organization those in attendance at the meeting.
2. If guests or individuals not regular members are participating in the meeting, identify them by title or organization and record the contribution they made to the matters under consideration.
3. Avoid wherever possible the use of "This matter was discussed pro and con and finally the following decision was made". What were the important points brought out in this discussion, and by whom?
4. Formal action by the committee should be identified as such. What was the decision made, what agreements were reached, who was assigned what responsibility? Be specific.
5. Minutes should include the reasons for decisions including majority and minority opinions because these minutes should go to regional supervisors and representatives, national offices, etc.
6. Whenever possible refer to the minutes of previous meetings by date if the matter under consideration has been discussed previously or if the current decision reverses one formerly adopted.
7. When the minutes are typed, use sub-headings down the left hand side of the page in order to identify quickly the items discussed.
8. It is important that specific recommendations or decisions of the Staff Conference should be communicated to the proper persons.
9. Minutes of each meeting should be sent to the following:
  - (1) All members of the Staff Conference
  - (2) USO Council Chairmen
  - (3) Agency Regional Supervisors
  - (4) USO Regional Executive

## PART XI

### POLICY ON PRICES TO MEMBERS OF THE ARMED FORCES AND TO WAR-PRODUCTION WORKERS

A uniform practice regarding prices at USO operations is not essential nor is it practicable; but a reasonable degree of consistency is desirable. Therefore, the following prescriptions of policy are presented for the information and guidance of Directors of USO operations and USO Councils:

#### Basic Philosophy

The general purposes differ with respect to operations primarily serving members of the armed forces and those primarily serving industrial war workers. The intention in the first case is to provide a "home away from home", to give hospitality, recreation, entertainment, and to provide educational and religious services. The contributions of the American people are for this purpose. The only qualification is in respect to charges for certain kinds of things and some particular services which are discussed below.

With respect to operations serving members of the armed forces, the USO still cannot render all services free, but must charge for such things as tobacco, beverages, food, other commodities, and sleeping accommodations. These should always be charged for when dispensed to individuals or to an individual and his immediate companions, from snack bars and similar counters and stores. They should rarely, if ever, be charged for when dispensed indiscriminately as a part of an entertainment, social affair, or dance. This practice and the distinctions in it are based upon two important principles and one very important practical consideration of finance. These are:

1. A fundamental aim of USO is to maintain and build the self-respect and responsibility of the individual as an American citizen. A policy of "hand-outs" of things which can be ordered by the individual and which he would ordinarily expect to pay for, is not conducive to this aim. It is not desired by most servicemen and women and is resented by many.
2. Military authorities dislike a "hand-out" policy as detrimental to morale and discipline. The authorities have been especially insistent upon charging for sleeping accommodations. Moreover, free distribution of food and lodging may facilitate irregularities, such as Absence Without Leave, and is objectionable for that reason. Further, such free distribution can lead to an undesirable abuse of hospitality.
3. The general distribution of tobacco, beverages, food, and lodging without charge would cost several hundred millions of dollars per annum. It is not practicable to obtain the funds and would be unreasonable in the circumstances recited above, to ask for them. Hence, if free distribution were permitted, the effect would be



to restrict USO operations to a very limited number, thus depriving the uniformed forces of the general USO services for which no charge should be made and which are available and essential.

While the USO program for war-production workers is small in comparison with the program for members of the armed forces, its importance should not be underestimated. The program for war-production workers has the same kind of value for the war effort as does the remainder of USO work. It is directed primarily at the need of workers living in areas where recreational facilities are limited or undesirable, and where the absence of proper recreational opportunities makes it impossible for the war-production worker to maintain a satisfactory level of performance or of personal satisfactions. With industrial war workers and their families, the emphasis is upon helping them to help themselves, upon creating conditions which facilitate that end, and upon promoting morale and good community conditions. Theoretically, the cost of this work should be borne by the workers themselves and by the local community. Practically, under war conditions and the disorganization of many war industry communities, this is possible only in limited degree. Also, since many USO operations serve both members of the uniformed forces and industrial and civilian workers jointly, it is not always possible to make all the distinctions in price practice that might otherwise be desirable. Nevertheless, it would be contrary to good community effort to provide without charge to war-production workers that they are able and willing to pay for insofar as it is practicable to make charges.

Special Note: Sale or service of any intoxicants at any USO Club, Lounge, Mobile Canteen, or at any party or gathering under USO auspices, is absolutely prohibited.

#### Price Policy for Charges to Members of the Armed Forces

All funds received by USO are devoted exclusively to the services it renders. It is a non-profit organization. Hence, any profits resulting from charges made to members of the armed forces is in turn expended in their behalf. When the profit, if any, is small and incidental, no problem arises. It is not intended, however, that the general services which the public wished to provide free should be paid for by members of the armed forces. For this reason, prices should be fixed in general to avoid profits; i.e., they should be intended only to cover costs. For this purpose, "costs" are defined to include only: (1) the cost of supplies purchased, and (2) the cost of any direct labor employed. Rent, heat, light, supervision, and other overheads should not be included. Items may be distributed free to men on outpost duty and on maneuvers because of their isolation, their inability to secure frequent leave, lack of access to sources of supply and the absence of community hospitality. This provision also applies to USO Lounges for Troops-in-Transit, particularly service to groups. USO Lounges are permitted to offer such free food as circumstances require, but in other respects the basic principles of USO price policy should be observed.

Practical local circumstances affect the application of the principles above stated. Those generally to be taken into account are:



1. In all operations under a USO Council and in all operations serving the same military post or station, prices should be uniform. Since volume of sales will vary greatly between operation, uniform prices will mean profits in some operations and losses in others.
2. Prices should be fixed with consideration of those charged at post exchanges. The purpose of this consideration is not merely to avoid excessive charges, but to avoid the appearance of it. It is not, however, necessary to equal post exchange prices; and generally, it is improper to do so when a large difference in cost of an article is due to the fact that the post exchange is not required to pay taxes. If post exchanges' prices are used as criteria the tendency will be to impose losses on USO. These losses are acceptable within reasonable limits, it being understood, however, that losses are charged to program cost and thus tend to limit programs.
3. Prices should also be fixed in consideration of those charged by local commercial organizations. The purpose is to avoid setting up an unreasonable and unfair competition with such organizations, and especially to avoid causing embarrassment to local merchants. It is to be remembered that the policy set forth above excludes from the definition of cost many expenses that merchants must take into account. The tendency, if local prices are used as criteria, would in many cases be to fix USO prices on a profit basis if cost is defined as above. This is permissible within reasonable limits as explained above if all the circumstances warrant it.

Note: The price policy for members of the armed forces is to apply whether these men are served in clubs for military or war production areas.

#### Authority for Fixing Prices

The final authority for prices within the general policies herein set forth is hereby delegated to the respective USO Councils. Detailed suggestions follow:

#### Charges to Members of the Armed Forces

##### 1. Services Ordinarily Provided Without Charge

- (1) Showers and Towels shall be free. A small deposit may be required where desirable. (see also 2.(5), below)
- (2) Swimming Pools: Swims shall be free and no charge shall be made for checking, towel, and soap.
- (3) Juke Boxes: It is the policy of USO in all military operations to have juke boxes available where needed. All machines should be operated free. This policy applies also in clubs



serving primarily war-production workers as well as those for servicemen and women. Where a local constituency wishes to pay for the use of the juke boxes, it is suggested that the group make contributions of records through their own purchases.

- (4) The provision of a free "cookie jar" and "hard candy jar" is encouraged.
- (5) The Use of USO Club Rooms by Community Groups: Established community groups not directly related to USO may be permitted to use USO club rooms when such rooms are available and not needed for the activities of constituent USO groups. A small charge to cover additional costs involved may be made as determined by the Operating or Management Committee.

Note: Benefits: Local USO Councils will generally discourage the use of USO Clubs for benefit purposes. Whenever extraordinary circumstances exist, the USO Council will consider the recommendation of the Operating or Advisory Committee to grant permission to USO groups and other established community groups to use the USO building for such specific benefit events as concern the interest of the community as a whole.

- (6) No Charges may be made for light, heat, building maintenance, regular salaries, wages, accounting, and other overhead costs indirectly related to program; these costs will be borne by USO.

Services for which charges are ordinarily made:

1. (1) Food and Beverages:

Snack Bars should meet their direct costs. A distinction should be noted between the operation of Snack Bars and the provision of free light refreshments as incidental to scheduled events. Where donations of food are given, they should, in general, be served at a separate table and indicated that they are gifts from people in the community; they should not be dispensed over Snack Bars. Directors must not solicit funds.

Any profit from Snack Bars should be applied to program services. Commercial advertising cannot be permitted, except on merchandise vending machines or other equipment essential for providing services.

Snack Bars in USO Clubs are provided primarily for the convenience of members of the armed forces and, in certain USO Clubs, for war-production workers. Sale of food to civilians other than those participating in program events (or to war-production workers) is generally to be avoided.

(2) Tobaccos:

Cigarettes and other tobaccos are available at near cost in many USO clubhouses. Cigarettes may be passed as incidental hospitality at scheduled events. They should never be given away in packages.

Note: Automatic Dispensers: The use of automatic dispensers should conform to standards of good housekeeping, and their indiscriminate use is to be discouraged.

2. Discs for Voice Letters: The approximate cost - 10 cents ea.
3. Sleeping Accommodations: (see supplement on policy governing establishment and operation of dormitories) The following schedule is suggested for members of the armed forces:
  - (1) Open dormitories - 8 or more in a room. . . . 35¢ per night  
per bed
  - (2) Semi-private rooms - 3 to 8 in a room . . . . 50¢ per night  
per bed
  - (3) Double rooms - 2 in a room. . . . . 75¢ per night  
per bed
  - (4) Single rooms. . . . . \$1.00 per night  
per bed

For war-production workers, the USO Council should work out a specific scale of prices which the Council considers appropriate. It is assumed that the rate for war-production workers should be higher than that for service men and women, but the specific difference is a matter for local determination.

4. In clubs serving war-production workers, charges may be made for program events, such as refreshments, the printing of tickets and programs, postage, orchestras, honorariums, extra janitor, checking attendant, parking attendant, and any other special services.

Such charges should be made to USO constituent groups, but the specific charges for different events shall be determined by each program group in consultation with the Club Director and Associates, and plans developed by the group to secure income to meet those charges in accordance with the ability and agreement of the group.

The income to groups from program events will be received and expended by the group through duly appointed or elected persons and complete reports made to the group by those persons. Overages should be deposited with the Director of the USO Club for safekeeping. Reports of such overages of group monies held by the Director are to be made monthly by the Director to the groups involved through their Treasuries, and to the Operating or Advisory Committee of the USO Club. Overages remain the



property of the group involved for use as voted in regular meetings. When groups or committees decide to discontinue meetings, they will vote a disposal of funds. In case a discontinuing group fails to vote disposal of funds on hand, the Operating or Advisory Committee of the particular club is authorized to set a period after which specific disposal of such funds would be voted upon by the Committee.

5. In clubs serving war-production workers, charges may be made for showers.

#### Display of Policy Statement

For clubs in Military Areas, a price policy statement may be displayed by club directors at any point of sale. If so, the display shall be the official one, as outlined below. (This statement, printed on cardboard, is available at USO Headquarters.)

The services of USO are provided by the American people free to members of the armed forces, with the exception of sleeping facilities and food, beverage, tobacco, etc., served on order at Snack Bars.

Where charges are made, they approximate bare cost. It is not desired to make a profit and any profit incidentally incurred is devoted to the services.

In clubs serving war-production workers, the following statement may be displayed.

Although USO provides many free services, it assumes that workers prefer to share the cost of certain services and materials whenever a proper charge can be fixed and seems necessary.

When charges are made, they are fixed as near cost price as possible.

#### Local Responsibility

1. The USO Council should request Advisory or Operating Committees to confer with USO Directors regarding any necessary local modifications of this price bulletin. The joint recommendations of Operating Committees and USO Directors should be submitted to the USO Council for approval. In most communities, this bulletin will probably not require modification, but in all cases the best interest of the local situation should be carefully estimated.
2. USO Directors and Operating Committees are responsible for interpreting USO price policies to non-USO agencies who may be conducting soldiers' services in the area, so that if possible all prices are uniform. No attempt should be made, however, to meet every effort of local groups to provide services without charge,

nor should any difficulties be placed in the path of such groups which are forced to charge for service. USO is not in competition with such groups, but should seek an understanding with them.

3. USO Directors are responsible for seeing that regular program activities are not curtailed in order to meet deficits arising from costs of free services for which charges should have been made. Any problem arising in this connection should be brought to the immediate attention of the USO Council.
4. USO Directors are also responsible, where necessary, to make arrangements for reasonable or reduced prices for service men and women for necessary commercial services such as laundry, sleeping facilities for relatives and friends, etc.
5. USO Directors, Operating or Advisory Committees, and USO Councils should at all times be willing to discuss their prices with members of the Armed Forces and be able to justify them.
6. USO Directors should review their prices at least once monthly.
7. Agency Supervisors are responsible for reporting irregular practices to their Regional Conferences. Any failure to reach conformity to these policies should be noted in minutes for review and action.

#### SUPPLEMENT

##### Policy Governing Establishment and Operation of Sleeping Accommodations:

The need for emergency sleeping facilities is extremely urgent in many military and war-production areas. The USO, however, cannot accept responsibility for meeting that need, being primarily concerned with a program of recreation and personal services. In congested areas, recreation is only one of various services required by overburdened communities. Additional housing, food service, transportation, medical and other services are often desperately needed, but are generally outside the scope of USO. Any service, however, which can be rendered in our clubs or through our personnel without an improper shift of program emphasis, USO is not only willing but eager to give.

USO has, therefore, used auditorium space in clubs as emergency dormitories, and has in many instances equipped portions of clubs as dormitories. It must be understood, however, that the operation of dormitories, is incidental to the main function of USO. In no case should such responsibility be accepted if any other plan can be effected; and in no case should such service, once undertaken, absorb disproportionate time or attention of workers. This policy was announced in the original Statement of Program agreed upon at the inception of USO.

"The USO seeks to avoid any assumption of public agency functions; in particular, mass recreation and large-scale overnight housing."



"Building Services, including lounges, reading and writing facilities....overnight sleeping accommodations on a limited scale, if required."

Attention is called to an official statement of the War Department on the specific question of charges for sleeping facilities:

"The War Department feels that USO should not be called on to furnish free beds and housing accommodations to soldiers; except in cases of actual emergency. It is not desired that the soldiers of the army be considered as in a class dependent on charity when they are in the civilian communities. A moderate charge for such services is not only authorized, but desired."

USO provision of housing facilities should be related to a community plan. This shall include a Room Registry Service to assure full utilization of the community's existing facilities for housing. Part of the responsibility of USO is to stimulate community planning for housing, either under USC Council or other community auspices.

#### USC Sleeping Facility Services

1. Room registry services provided quite generally in connection with USO services. (See Memorandum "USO Policy on Standards of Room Registry Services"). - Copy in Appendix.
2. "Shake-down" facilities incidental to club operation, i.e., folding cots or beds placed in club assembly rooms in a large proportion of clubs.
3. Dormitory accommodations as a part of club facilities, - - provided in certain greatly over-crowded communities.
4. Facilities for service women, for wives, mothers, and friends of service men and women, and for women and girls in some war-production areas. Such facilities are provided only in communities with exceptional needs. In special instances where individual women and girls for whom this type of housing would be desirable, but who for some reason have no money with which to pay for their housing, or in cases where they need a more protective type of housing service, (in some instances, boarding home care), this service can be provided, without cost, until other plans are made.

NOTE - Fees charged for "shake-down" facilities should recover only those costs incidental to providing additional help and laundry.

No fee shall be charged for Room Registry Service provided or supervised by USO.

Note should be taken that a uniform schedule of prices in each community or camp area should be maintained.

It has been demonstrated, on the basis of experience, that the provision of sleeping facilities costs the USO in the neighborhood of 67¢ per occupancy. This includes items or overhead, the cost of which cannot be entirely recovered. Although USO does not attempt to recover all costs, it is reasonable to expect to devote income in excess of maintenance costs to the recovery of investment.

Fees charged should permit operation of these facilities on a basis of self-maintenance except for the salaries of the professional staff under whose supervision this type of facility is operated.

The original investment for alterations, renovations, and equipment, including furnishings and perishables, shall be provided by USO, if at all, only after it has been stated by the proper local community groups that local resources cannot provide them. USO Regional Executives should seek local financial participation in these expenditures, wholly or to as great an extent as possible. Only after these steps are taken, should USO assume full responsibility for these expenditures.

Variations in costs of materials and services necessitating exception to the above schedules, listed on page /// should be referred for approval to the Operating Committee and USO Council concerned.



## PART XII

### RELIGIOUS ACTIVITIES AND MATERIALS

#### Religious Activities

When members of the armed forces enter a USO club, it is the intention of USO that they shall know that their religious belief is both respected and encouraged and that the practical services rendered are an expression of a universal faith in brotherhood and service wherein the dignity of the individuals and their religious inheritance are upheld. USO workers, representing the three faiths, in bringing to the armed forces the inspiration and fellowship of their religious beliefs, create the spiritual strength of USO.

USO Councils should, whenever possible, include member of Protestant and Catholic Churches and Jewish Synagogues. In its policies for the conduct of religious activities in the local program, USO encourages participation in the religious services conducted by chaplains in nearby camps and in the churches of the community for those of different faiths.

In planning religious activity programs, member organizations of USO are primarily concerned with the interests of the armed forces in the particular area. These interests may require interpretation to the nearby community if problems arise because of the religious composition of the community. Member organizations of USO should not conduct "church services" in competition with existing churches in the community. They should, on the contrary, seek to cooperate with such churches, recognizing the values of civilian contacts for members of the armed forces and war workers, offered by church groups.

Should no other facilities be available, religious exercises may be conducted in USO Clubs, but it is advisable that they be held in cooperation with chaplains and local churches.

The facilities of USO Clubs may be made available to local religious groups for such purposes as study and discussion by general community groups, when there are not other facilities for these purposes in the community.

#### Religious Literature in Clubs

It is a policy of USO to provide and to have displayed in all USO Clubs the religious literature developed or secured by the several member organizations of USO. The literature is provided in display racks, and distributed personally upon request and in connection with personal counsel.

1. Display racks are made available to each USO Club.

The material on each rack will be maintained by a designated representative of that faith, either a staff member or a member of an Operating Committee of the USO Club of the USO Council, or at an agency Advisory Committee.

2. Each club will use the unit of three racks provided for this purpose. If a club has another literature rack available, this rack will be used for other purposes, the objective being to obtain uniformity, both in method of display and the wording on the racks. Where an extra rack is available, it can be used for educational or other material.
3. It is the responsibility of Club Directors to see that religious racks are filled with religious literature in accordance with the suggestion in Item 1, and that the racks are used only for religious literature approved by the respective agencies.
4. Requisitions or requests for religious literature and racks will be signed by the locally designated person responsible and sent to the USO Program Equipment Services Division.
5. Religious literature and racks are available for USO Lounges and for USO Community-Conducted Operations upon their requests to USO Headquarters.
6. A sample file of all material is kept by the USO Program Equipment Division.



## PART XIII

### MISCELLANEOUS INFORMATION AND INSTRUCTIONS FOR LOCAL USO OPERATIONS

#### Safeguarding Military Information

The War Department has called the attention of USO to the dangers arising from the use of register books or other lists of servicemen in USO Clubs, Units and other operations, including Lounges serving Troops-in-Transit.

Such lists of servicemen giving their names, home-town organizations and either present location or station to which they are going, afford an indication of location and number of men which, if sufficiently assembled, would give service to the enemy.

It is essential that there be no record kept which would identify units or organizations of the armed forces or make possible a check of the volume of men passing through any location.

It is important that the ports of certain units of the fleet and the designation of certain Army organizations shall not appear in any such books or lists.

The War Department therefore request, "In the interest of National Defense that any registration books or lists be limited to the names and home towns of the individuals." No other entries should be made.

USO requests that any lists giving such prohibited information shall be destroyed.

USO volunteers should be cautioned not to inquire about the destination of individuals and military units and not to discuss information with others which has inadvertently been acquired.

#### Voice Recordings

Recording of the voices of service men and women for folks back home is one of the most popular services in USO clubs. In the interest of safe-guarding military information, great care should be exercised by Club Directors and others to see that the following instructions, issued by the War Department, are carried out;

1. Do not allow any recording to be made except in the presence of a responsible member of the club or center staff.
2. Do not allow any recording to be made in a foreign language as it is almost impossible to translate inflections and exact shades of meaning.
3. Make sure that every recording made in a USO club or center is played back so that a responsible member of the staff can make certain that it does not carry any information of a military nature.

4. All records, after having been played back and approved, should be mailed by the Director of the center or a responsible associate. Do not allow anyone making a record to mail this record himself.
5. Clubs and centers should keep lists of the recordings made and mailed.
6. All records of a doubtful or questionable nature should be retained by the club or center and referred to the proper military authority.

#### Honorably Discharged Members of the Armed Forces

Members of the armed forces who have been honorably discharged from service are now returning to communities in the United States. Some of them are coming to USO clubs. These former members of the armed forces should have the facilities and services of USO operations made available to them for a reasonable period until they can begin to use facilities provided for civilians.

Each member of the armed forces who is honorably discharged is given an official identifying lapel button to wear. Some such identification should be used so that members of the armed forces in uniform and others may recognize these men and women as former members of the armed forces of the United States. If necessary, those not wearing the official button may be asked to show their discharge papers.

The service badge in the form of a lapel button is described by the War Department as follows: "A dexter eagle with wings displayed perched within a ring which displays seven white and six red vertical stripes with a blue chief bearing the words: 'National Defense', the dexter wing of the eagle behind the ring, the sinister wing in front of the ring."

The badge for service will be worn on civilian clothing only. Next of kin are not authorized to wear the badge for service.

#### Automobile Transportation

##### 1. Automobiles and Automobile Allowances

- (1) Cars are assigned for necessary use in USO operations, on the basis of the number of staff workers, the type of service to be rendered, the number of camps and posts with which regular personal contact must be maintained, the distance from the club or service unit, and the availability of public transportation.
- (2) The budget allotments for the purchase of cars are centralized and allotted to various agencies as the purchase of cars is authorized.
- (3) National executives of agencies desiring authorization to purchase automobiles must submit their request for specific locations through the Director of Operations, Continental United



States, to the President for his authorization. All requests should include a statement of the factors which make a car an operative necessity.

- (4) All such cars are USO property and are assigned to the total operation, including Joint Agency Operations. The Director is responsible for planning the use of cars with all staff members involved. Cars are not ordinarily assigned to the use of any one staff person, including the Director. It may be wise for some agreed proportion of time to be set aside for those staff members whose work necessitates considerable travel.
- (5) Each national agency will maintain proper records of the assignment of cars, will provide for the registration of cars as USO property (sending a copy or certification of the registration to the USO Comptroller's office).
- (6) In Joint Agency Operations all cars will be assigned to the agency of the Director, who will be responsible for planning the use of the cars, with other staff members, for the total work of the operation, including any related extension or area work.
- (7) The operating and maintenance expense of USO cars assigned to an operation, or for the use of personally-owned cars authorized for USO use will be provided in the budget of the operation.
- (8) The use of privately owned automobiles for USO service may be authorized by an agency Regional Supervisor. A list of all personal cars authorized for USO use will be filed with the USO Comptroller's office by each national agency office. Car allowances provided through the operation budget shall be based on actual use and shall include all operating costs including repairs, insurance and depreciation costs.
- (9) USO-owned automobiles will not be insured against fire, theft or collision. Public liability insurance is carried on all USO-owned cars under a blanket policy covering both USO and member agencies.
- (10) All persons driving cars on USO business must secure proper driver's licenses.

## 2. Use of Automobiles for USO Workers

Use of automobiles by USO workers is definitely limited by government restrictions on the manufacture and sale of automobiles and tires and the rationing of gasoline.

Staff members should limit the use of cars to essential travel. Use in and around a community should be curtailed. USO cars may not be used for personal affairs. Essential travel should be planned with other workers, making one car do the work that several cars formerly did.



USO workers are urged to remember that in regard to gasoline the Local Rationing Board is the final arbiter and that its rulings must be observed. No blanket priorities for USO have been authorized or requested. Each worker must prepare and present his case to the Local Board and should exercise the greatest care in doing so.

It should be understood that USO workers who may present a case to a Local Rationing Board shall not in any circumstances appeal to State or National OPA from a local board decision on their own responsibility. If the case appears to present hardships, consultation must be made with National USO Headquarters.

It has not proved possible to secure general tire priorities for USO use. It is understood, however, that local priority boards have considerable discretionary powers and requests by USO workers for necessary tires should be made to their nearest board.

USO Directors will consult the National Agency office, through their Regional Supervisor about other car problems which may arise.

### 3. Use of USO Funds for Transporting Hostesses

The general policy is not to expend USO funds for transportation of hostesses to dances. Every effort should be made to secure transportation locally and Club Directors should explore all avenues for the provision of such costs of transportation.

Possible solutions to the problem in view of the driving restrictions and gasoline rationing, are as follows:

- (1) To have the Army arrange and possibly assume responsibility for transportation of Hostesses to and from camps for dances and for bringing girls to clubs, or conversely, bring servicemen and women to the clubs.
- (2) To enlist the services of volunteer citizens groups, although rationing makes this solution difficult.
- (3) To arrange for the girls to pay costs of transportation or to have them pay part and for USO to assume the balance.
- (4) Such costs should be carefully established, for use of program budgets, to pay part or entire costs of such transportation may easily jeopardize the club's program.

Agreement on the use of program budgets for transportation and basis for prorating costs between agencies should be made by the Staff Conference. Final decision should be made by Club Directors after consultation with their Agency Field Supervisor. Clubs in the camp area should, of course, adopt the same policy.

### Rationing

USO activities are recognized throughout the country as having a necessary place in the vital problem of winning the war. Local War



Price and Rationing Boards are charged with the dual responsibility of allocating certain essential commodities to those individuals and agencies properly entitled to receive these articles and to withhold or restrict distribution to those persons or individuals not so qualified.

Local boards are composed of representative groups of citizens familiar with local problems and institutions who contribute their time and energies to the war effort. Their decisions are based on their conscientious appraisal of their own knowledge plus factual information submitted to them in relation to the overall supply and demand factors existent in the community.

In all matters relating to rationing problems, USO Councils and staff members are urged to cooperate fully with their local boards. All pertinent information should be made readily available and every effort made to inform the board of the work the Councils are carrying on and its relation to the war effort.

While USO operations have received almost universally favorable consideration from the local boards it must be recognized that actual shortages of many commodities exist, and allotments to all consumers must be reduced. This may result in curtailment of certain services. Some of the problems may be met by offering other services or the substitution of other commodities. Supplies of certain foodstuffs available to the armed forces have been sharply reduced. Obviously USO must face similar reductions in allotments. Many generous individuals who formerly contributed supplies of foods to USO are now unable to obtain more than their own individual needs. Councils should be ready to adapt our services to changing conditions and to plan their programs with sufficient flexibility to meet new situations as they arise.

#### Use of USO Buildings by Local Groups

The following policies have been adopted regarding the use of USO Buildings and rooms by local organizations, at times when the available space is not in use by members of the armed forces and can therefore be used by religious groups, knitting and bandage classes, nursery school, etc.

1. No charge should be made for heat and light to local groups using USO Buildings.
2. Such groups should adhere to the rules which USO has set up for itself that there be no charges for events which they hold in USO buildings other than those charges absolutely necessary to cover expenses for special events not provided for in USO budgets.
3. It is contrary to USO policy to have benefits in USO buildings either by military or civilian groups.

4. All Club Directors are cautioned that it is good practice for representatives of the military or civilian group which is conducting a special event to collect agreed charge for such special event, and that in no instance should it be collected by USO personnel.
5. A staff member or employee should always be in the building while it is open.

#### Fire Hazard Control

Those in charge of USO Clubs have a grave responsibility in the protection of members of the armed forces and workers from dangers of fire in clubs.

Nothing should be left to chance. Therefore, every staff member including maintenance staff, should be given definite assignments against every emergency and be thoroughly instructed in those assignments.

The number of disastrous fires that have occurred in crowded buildings from inflammable materials in decorations necessitate that the risk of using such materials in USO Clubs should be eliminated. Club Directors should call in the local Fire Marshal or the nearest State Fire Marshal for approval of any decoration plans.

1. The following steps should be taken in connection with scheduled parties and events, Before every event:
  - (1) All exits should be inspected, especially emergency exits that are not often used.
  - (2) All locks should be inspected, to see that all locks are in proper working order so that doors can be opened at all times. Doors should Never be locked when parties or events are being held.
  - (3) All exits should be well marked. All exits should open from the inside out.
  - (4) All windows should be inspected to see that each window is in working order and that all windows can be opened easily.
  - (5) All exits should be kept clear of any debris or equipment At All Times.
  - (6) When social events are conducted for large numbers, adequate supervision should be provided through the use of both paid staff members and volunteers. The local Fire Marshall or nearest State Fire Marshal should be asked to assign a fireman for such occasions.



2. The above precautions should be checked and double checked for dormitories in connection with USO Clubs. Smoking Should Not Be Permitted in Dormitories. An adequate number of the extinguishers should be on hand. Adequate exits and fire escapes should be provided for sleeping facilities above the first floor.
3. Certain general preventive provisions must be considered standard and should be carried out in each USO Club:
  - (1) Adequate fire-fighting equipment such as chemical and water extinguishers should be maintained.
    - a. If chemical extinguishers are used, it should be made certain that the chemicals are renewed at the intervals suggested by the manufacturer.
    - b. If water pump type of extinguishers is used, one of the staff, preferably the janitor or engineer, should inspect this equipment daily to see that they are filled.
  - (2) Rubbish, newspapers, magazines, etc., should not be allowed to accumulate in basement, boiler room, closets, etc. The maintenance staff should be instructed regarding this and frequent inspections should be made.
  - (3) The following telephone numbers should be displayed near each telephone, for instant reference in case of fire:
    - a. Fire Department
    - b. Police Department
    - c. Ambulance
    - d. Doctor
    - e. Clergy: Catholic, Jewish and Protestant, one of each.
  - (4) Material of an educational nature related to fire prevention should be placed on club bulletin boards. (See Fire Marshal for this).
4. The best way to avoid trouble is to anticipate it and then organize against it. The following "organization" is strongly urged:
  - (1) At the next staff meeting, and then regularly every 3 months, evaluate the general fire preventive provisions as outlined in sections 2 and 3, above. Members of the maintenance staff should be present at this part of the meeting.
  - (2) Ask the nearest Fire Marshal, local or state to check these provisions Each Time an evaluation meeting is held.

- (3) As a Must on every agenda of staff meeting in which a social event for large numbers is planned, review the provisions as outlined in 1. Members of the maintenance staff should be present at this part of the meeting.
  - (4) Ask the nearest Fire Marshal, local or state, to check these provisions Each Time.
  - (5) In the last analysis the Club Director is wholly responsible to see that all preventive measures are carried out. Inspect the building frequently to make assurance doubly sure that it is free from fire hazards, that fire-fighting equipment and emergency exits and fire escapes are in working order.
  - (6) When clubs occupy but a part of a larger building, ask the fire marshal to inspect the balance of the building as a further precaution.
5. If, in order to comply with any of the above suggestions, it is necessary to have additional equipment or improvements or changes the Regional Director of Building Services should be consulted immediately.

#### Insurance Risks and Coverage

There are various risks to which USO Councils in their capacity as operating committees of locally managed clubs may be exposed and for which they may wish to provide insurance coverage. As a guide, the following statement describes existing coverage:

1. USO is covered by various policies in respect to public liability, automobile liability, workmen's compensation, fidelity and fire risks.
2. The public liability policies issued to USO protect only National USO and its executive officers, trustees or directors, and also the member agencies of USO. These organizations and their officers, trustees and directors are protected against personal injury and property damage claims by members of the public arising out of any of the activities conducted by the USO through the aforesaid member organizations or by any of its own officers, agents, servants or employees.
3. Such coverage, while it protects National USO and its aforesaid member organizations, while acting for the USO, does not protect any of the USO volunteer workers themselves.
4. The automobile liability policies likewise furnish coverage to the USO and its said member organizations; also to any person while driving USO automobiles with USO permission and on USO business. Such coverage includes death, personal injury and property damage claims.



5. The workmen's compensation policies protect only USO employees, but these policies do not cover the employees of any of the member organizations, USO Councils, USO Committees or volunteer workers. Member agencies are covered by their own policies.

If protection against liability for risks of the various types mentioned is desired for a particular group and its members, it is suggested that application be made for insurance coverage for this purpose. Such insurance coverage need not protect the USO for any such liability since the USO is already thus protected, and insurance companies or brokers suggesting that USO may be included in such coverage should be advised of the fact that USO is already covered in the manner hereinbefore indicated. This applies only to a community-conducted club.

#### Incorporation Containing USO Name

USO Councils conducting extensive operations sometimes desire to incorporate and to include USO in the corporate title.

It is the policy of United Service Organizations, Inc., to grant permission to properly organized councils and committees which have received official recognition, to use the designation "USO" in the corporate titles, provided that the corporate name contains some geographical designation indicating the local character of the organization as distinguished from the national and world-wide activities of the USO.

Permission will be withheld in cases where the proposed title would tend to create confusion in the public mind.

#### The Use of USO Signs

All buildings and rented facilities used by the cooperating member agencies as a USO Center shall have on their exterior the USO Club sign,

This applies to operations in Federal Recreation Buildings and other facilities under lease to USO and assigned to the several agencies, to facilities under lease by the agency and paid for by USO funds, or the agency-owned facilities where the major operating subsidy comes from USO funds.

When an authorized USO operation is located in the building of a civilian unit of a member organization a USO sign should be displayed. "In Cooperation With USO" may be displayed by local civilian member agencies providing services for the armed forces.

Designs for standard exterior painted and Neon signs have been prepared by the USO Building Service Division and drawings from which these signs may be made are available by writing to the Regional Bldg. Directors of Building Services in the different regions or to the USO Building Services Division at National USO Headquarters. Club Directors should have the signs made locally or in some nearby city where sign contractors are located.

The interior signs, listing all USO member organizations and indicating the organization or organizations responsible for each club or unit, should be displayed in each club or unit where the USO sign is displayed on the exterior. These signs, 20½ x 15½, are available at USO Headquarters and will be sent to clubs upon request.

All USO signs remain the property of the United Service Organization, Inc.

#### Central Purchasing

All orders for USO Club equipment and supplies, other than Program Equipment when forms P.E. 1 and 2 are used, must be made out on official Central Purchasing Department Requisition forms P.D. L-11. The Central Purchasing Department with its staff of trained buyers will procure the necessary materials needed. This central plan enables substantial savings to be made and is particularly effective with increasing restrictions on civilian purchase of supplies, materials, equipment, etc.

The Purchasing Directory on replacement materials will serve as a guide for Club Directors to know where and how purchases may be made and charged. It is suggested that requirements should be placed well in advance to secure proper deliveries, so that the programs and operations of clubs may not be impeded. It will save much time and trouble if supplies can be ordered at least one month in advance.

Since the Purchasing Directory was released in June 1943 two changes have been made. "USO Arm-Bands and Craft Equipment" are now chargeable to Club Local Budgets instead of to USO Headquarters Budget as heretofore.

The Directory indicates the purchases that may be made locally (See Code "A" in Purchasing Directory).

On local purchases cash discount should be secured when possible and, if possible endeavor to have any local or state taxes waived.

One USO and one U.S.A. flag, one case of Match-Books, USO (shield) Army Badges, and a reasonable supply of stationery and Blotters are sent to new Clubs, purchased with funds provided in the USO Headquarters Budget.

#### Flags

Included in the initial list of items provided through the USO Headquarters Budget are one USO flag and one American flag. The USO flags are 6x9 and 4-1/3x5½. On replacements at cost these are respectively \$6.25 and \$5.00. American flags are 6x9 and 4-1/3x5½. For replacements the costs respectively are \$5.00 and \$3.00. A packing charge is made of 20¢ per flag. Interior flagpoles, one for each type of flag, are provided gratis. Replacements are \$1.25 each. All prices are subject to change.



### USO Match Books

One case containing 2,500 matches is included in the initial list of supplies sent to clubs. Replacement orders cost \$5.90 a case. Prices are subject to change. Shipments of four cases or more will be delivered FOB destination. Shipments of one or two cases, however, will be sent shipping costs collect. If it is possible to anticipate needs, a shipment of four cases will save shipping costs amounting to approximately the price of one case.

These match-books are not to be used by a commercial outlet and are not to be resold at any time.

### USO Arm-Bands

As stated above, USO Arm-Bands are chargeable to the club local budget and not to the USO Headquarters budget, they are available at 15¢ each. Prices are subject to change. It is suggested that these arm-bands be placed in charge either of the Club Director or of a Senior Hostess, who will hand out, prior to the event the number required for hostesses and will collect them at the close of the event. These arm-bands do not become the personal property of volunteers.

### USO Shield Badges

USO Badges are supplied without charge to local operations by USO Headquarters. These badges are a cloth insignia about four inches square, which can be sewn upon clothing.

### USO Pins

USO pins are available to volunteer workers who have worked a minimum of fifty hours of service for USO. The pins are available in two sizes, a small one at 15¢ and a larger one in monogram style at 50¢. Prices are subject to change.

As there is great difficulty in obtaining supplies of these pins from the manufacturers, it is suggested that at least one month's notice should be given as a minimum before delivery of pins can be expected.

### Stationery

The demand for USO stationery has increased tremendously and with supplies of paper being increasingly difficult to secure and printers and envelope manufacturers faced with labor shortages, USO has developed a plan which it is hoped will maintain a regular flow of stationery in the quantity required.

It is USO policy now to ship stationery regularly once every two months. This will permit USO to ship to every individual club and still take advantage of lower rates for larger quantities.

Club Directors, USO Regional Executives and Agency Representatives should therefore increase their orders to a two month supply.

All stationery and other similar supplies will be shipped freight or express collect.

#### USO Blotters

Supplies of these USO blotters are provided to USO Clubs for the use of members of the armed forces through the budget of National USO Headquarters. Requisitions should be made on a two months basis, as with stationery.

#### Expendable Materials Purchased through Central Purchasing Department

To order items, use club requisition form, PD -L-11. This form will be supplied by the USO Central Purchasing Department. Items ordered will be charged to Club Budget, by the USO Accounting Department.

#### Items Unobtainable Locally for Which No General Purchasing Contract Exists and of a Non-Recurring Nature

Items which cannot be obtained locally, and which directors desire the Central Purchasing Department to secure, and for which a general contract has not been made with a supplier, the Central Purchasing Department will, if possible, place a purchase order, sending a copy to the Director and have the supplier ship and bill the club direct. These purchase orders will be known as "Proxy Orders", Form PD 12. In such instances, the Director will remit direct to the supplier. It will not be necessary for directors to submit Receiving Reports to USO Headquarters covering these items.

#### Receiving Report Forms for Items Bought through Central Purchasing Department General Contracts

The Central Purchasing Department will also furnish a supply of Receiving Report Forms PD-4. This form should be used for acknowledging merchandise received; the original and duplicate copies should be forwarded direct to the USO Central Purchasing Department. The triplicate copy should be retained for the club files. This is necessary to complete the Purchasing Department records and to enable them to know the promptness and conditions of shipments. A separate Receiving Report should be made for each shipment from each supplier.

#### Marking Instructions

Suppliers will be instructed to mark on all packages the Purchase Order Number, Withdrawal Order Number or Proxy Order Number, as the case may be. They will also include with each shipment, a packing list, or will mail a memorandum invoice direct to the Club, which advises that shipment is on the way.



## Gifts-in-Cash and Gifts-in-Kind

### Gifts-in-Cash

Gifts-in-cash may not be solicited. The USO agreement with the National War Fund prohibits solicitation of any gifts-in-cash for local purposes. Cash contributions, voluntarily made, may be accepted. Such voluntary contributions, unless the donors specifically designate them for a local USO club, shall be forwarded to the Treasurer at National USO Headquarters together with the name and address of the donor for proper accounting and acknowledgment of the gift.

If the gift has been specifically designated for local use, it must be recorded by the Director or the USO Committee or Council, a receipt issued, and reported on the monthly financial report. Such contributions will be available, when so designated, for special additional program features at the club. USO Councils or Committees which receive more than \$500 in voluntary gifts in a fiscal year will be expected to arrive at an agreement with USO Regional Headquarters and National Agency Headquarters about the disposition of such funds.

### Gifts-in-Kind

Gifts of equipment may be accepted if they are of constructive use and value to members of the armed forces (and war workers). Among the equipment which may be accepted when needed are: radios, record-players, musical instruments, appropriate pictures and furniture, dark room equipment, craft equipment, amateur radio equipment, games, etc. Advertising on the equipment must be limited to a single phrase, "Courtesy of /or/ Compliments of ..... (insert here either donor's name or trade name or manufacturer's name).

Gifts-in-kind must not be accepted for resale.

Perishables, such as food (sandwiches, cookies, cakes, coffee, ice cream, etc.) and other expendable equipment, need not be receipted for or reported to National Agency Offices (unless such Agency Offices so require).

Gifts-in-kind (not including perishables) should be receipted for in the following manner, in accordance with instructions from the USO Accounting Department:

Furniture, furnishings and non-expendable equipment should be described on a memorandum containing a description and the value of each item, made in triplicate, and two copies attached to the monthly financial report and sent to the Director's National Agency Office. The equipment should be listed in the Inventory list in the club files. The Agency Office will forward one copy to USO Headquarters for record and inventory. The third copy should be kept by the director for his record.

## Community Planning for Adolescent Girls

The primary duty of USO is to render its particular services to members of the Armed Forces and to war production workers in certain overburdened communities.

Its obligation is to perform that task as well as its funds and circumstances will permit, but when USO operations have been established in accordance with these obligations, additional services frequently can be developed without interference with the main task, where there is a serious need for such service.

In many communities where USO operates, leadership and facilities for adolescents are extremely limited and the problems are very serious. In such situations USO may initiate or participate in developing services for this age group under certain conditions.

Bulletin #34 has been written by a special USO Committee particularly concerned with this area of service and should be used as a basis for the planning of activities by USO staff for adolescents and for cooperation with other local groups working on this problem.

The bulletin is too long to include in this manual but should be carefully studied by all USO groups concerned with the problem.



## PART XIV

### USO BUDGET AND ACCOUNTING PROCEDURE

The objective of all USO financing is to relate services to a definite budget pattern, recognizing that administrative controls are essential to sound management and that all operations finally must be related to available funds. Within such a framework, therefore, the Operating Committee, the Director and staff of each unit of USO services have first responsibility to maintain the balance and proportion in the total structure. USO, being national in scope, is in a position to adjust services among communities and among regions within the country in relation to a constantly shifting demand affecting the numbers and constituencies to be served.

A local unit budget, being built around a known or anticipated service need, must be subject to upward or downward revision when and if the basic situation changes. Prompt reporting of such changes consequently are responsibilities of local committees and staffs.

#### Local Unit Budgets

Each USO "operation" - club, office, mobile service unit, extension club, railway lounge, etc. - operates under its own agency local unit budget. The budget may, if necessary, be for a portion of a year, but normally is prepared on an annual basis and is related to the size of the facility, the number of staff workers, the local program needs and possibilities, the size and type of constituency to be served, the availability of volunteer service, etc. The budget takes into account seasonable factors which require higher expenditures during certain months and lower in others. Consequently a total annual budget estimate may be expended month by month either above or below a straight 1/12 average in accordance with variations of need.

Established operations are governed in budget making by operating experience; new operations require greater financial flexibility in the initial stages. The guidance of Agency Regional Supervisors in such circumstances is particularly important.

New unit budgets become operative 90 days after the date certified by the Department of Operations upon notification by the national agency concerned that the unit is actually in operation. During the first 90 days of each new operation, while preparations are under way for full scale activities, a proportionate budget allowance is made to the local Director. Such reduced amount is based on actual USO country-wide experience, and forestalls the possibility of funds being accumulated in excess of local requirements. At the end of the 90 day period the full budget requirements are made available.

#### Single Agency Operation Budget

When only one national agency is involved in the operation of a club or other service units the responsibility for preparation of the budget rests with the local Director, who works closely with the Operating Committee and



with other staff members in the compilation of realistic estimates. All budget estimates are subsequently reviewed, in turn, by the Agency Regional Supervisor, the national agency office and finally USO Headquarters in New York. Adjustments of estimates may be made as necessary by those reviewing the budgets; they lead to a final figure accepted for the unit. All local budgets are filed by the local Director with his Regional Supervisor, who transmits them to the national agency concerned.

#### Budgets for Joint Agency Operations

One total budget is prepared for the total operation of a Joint Agency Operation. This single budget is based on joint planning by the staff members of the agencies participating and by the Operating Committee, with the advice of the Regional Supervisors involved. Provision is made in the budget for the total services to be rendered in the operation such as any supplemental facilities needed in the community, special program needs for particular groups, etc. The Operating Committee and the Director of a Joint Agency Operation are responsible to USO through the Director's agency and to the other agencies involved for the administration of the budget authorized.

Any revision of a budget for a Joint Agency Operation may be made as for other USO units, except that in the case of a Joint Agency Operation, concurrence in the revision by both the Operating Committee and the USO Regional Executive is required.

#### Agency Operating Budgets

An agency "ceiling" operating budget for local operations consists of two parts; a total budget for all Single Agency Operations and a total budget for all Joint Agency Operations under direction of the agency concerned. The total of all accepted budgets constituted the ceiling budget figure allocated to that national agency. As a new operating designation is authorized additional USO funds are automatically added to the budget ceiling of the agency receiving the designation.

An agency may submit increased budget estimates for any of its operations at any time. However, if the increase exceeds the agency's budget ceiling, it becomes necessary for that agency to submit simultaneously other revisions to offset that amount which exceeds the established ceiling. Any circumstances calling for an increase above the established ceiling requires the submission of an application for consideration and action by the Executive Committee and the Board of Directors of USO.

#### Local Unit Accounting Procedure

Each USO Club Director is supplied by his national agency with an imprest fund from which payments are made covering expenditures chargeable to the local operations. Reimbursements of expenditures from the local imprest fund are made following submission by the Director to his national agency and audit by that agency of the prescribed accounting report, accompanied by bills and vouchers covering expenditures.



## National Agency Accounting Procedure

National USO provides each national agency with an imprest fund sufficient to meet the operating budget needs of its operations for approximately 45 days. Upon submission by a national agency of the prescribed account in reports, with adequate supporting evidence of disbursements, and upon completion of review by the USO internal audit staff, reimbursement of the approved total is made to the agency.

## PART XV

### STATISTICAL AND RESEARCH SERVICES

An essential part of the task of USO administration is the systematic recording and reporting of the range and volume of services rendered. Service reports from Directors of USO operations and the analyses and summaries published at USO Headquarters are indispensable tools for evaluating and improving the entire program and bringing it to its greatest possible effectiveness. They also provide information necessary in making administrative decisions and in bringing knowledge and understanding of the aims and accomplishments of USO to the friends on whom USO depends for financial support and for volunteer service.

Local directors and chairmen of USO Service Units, when considering program changes, local and national administrators in discussing administrative or budgetary problems, newspapers and the public in deciding upon the extent of their support will first want to "look at the record." That record, as shown in the monthly reports must, therefore, be as complete and accurate as possible.

In addition to the preparation of regular weekly and monthly personnel and service reports and summaries, the Division of Statistical and Research Services is responsible for analyses and studies related to special problems.

The Statistical and Research Services include a twofold function:

#### 1. Statistical Reports and Records

- (1) To be responsible for the collection, analysis, and presentation of data on changes in the number and type of USO operations and in the number of their professional staff.
- (2) To be responsible for the collection, analysis and presentation of data on various types of USO services obtained from the monthly statistical reports or through special studies; to secure uniformity in the monthly statistical data assembled on USO local services through work with the USO Committee on Monthly Service Reports on the preparation of report forms and instructions and the procedures used in USO and Agency review of the reports received.

#### 2. Research and Studies

- (1) To plan studies in collaboration with the Committee on Research and Studies or in cooperation with other Divisions or Departments.
- (2) To conduct such studies as are recommended by the Committee on Research and Studies or requested by USO officials.



- (3) To advise on the plans for, and conduct of studies made by other committees or personnel of the Department of Operations or other Departments.
- (4) To coordinate the research projects within the Department of Operations.

#### Statistical Reports and Records

The monthly reports filed by the directors of local operations are the primary source of information regarding USO Services. In order that reports from USO Clubs and Offices, whether National Agency or Community-Conducted, can be compared and summarized, they are filed on uniform statistical forms (S-1) in accordance with directions issued in the booklet "Instructions for Monthly Reports of USO Clubs, Units and USO Travelers Aid Services." Similar forms and procedures are used for Overseas operations. USO Lounges, Mobile and Maneuvers Services report on special forms.

The statistical report provides data on paid and volunteer staff, building attendance, various types of services and group activities offered by USO operations. Each statistical report is accompanied by a narrative report clarifying the statistical data and giving descriptive detail regarding the needs and problems of communities served.

Reports from operations under national agency auspices are first filed with the respective national agency by the Club Directors and after editing are forwarded to the Division of Statistical and Research Services at USO Headquarters. Reports from Community-Conducted Operations are filed first with the USO Regional Executives and then sent to USO Headquarters. Reports from Mobile and Maneuvers Services and from Overseas Operations are sent by Directors directly to USO Headquarters. These reports are assembled at USO Headquarters and summarized in two monthly publications: (1) "Monthly Statistics of USO Operations and Services", which gives an over all picture of all USO national agency services in the Continental United States and Overseas, and (2) "Monthly Statistics of USO Clubs, Offices and Travelers Aid Services by Regions", which shows information regarding building attendance, group activities, information services, counselling and case work services, family hospitality, sleeping accommodations provided and professional and volunteer staff for each operation.

A Directory of USO Operations showing the location, type of operation, address, name of person in charge and agency of each operation is issued periodically by the Division of Statistical and Research Services of the Department of Operations. A statistical analysis of the distribution of USO operations by states and agencies is published with the Directory. A weekly supplement to the Directory is issued giving information regarding new and discontinued operations and personnel.

Records of the authorization of new operations are maintained and summarized in the Plan Book. Unit numbers for each new operation are assigned upon receipt of reports from the national agencies that the center of service unit is in operation. These unit numbers are released to the Comptroller and Director of the Budget for use on records.

A complete file of personnel in USO operations and in the regional and headquarters offices of USO and national agencies is also maintained.

#### Research and Studies

A variety of studies and research projects are undertaken as the need arises. For example:

A survey of soldier attitudes toward USO has been undertaken in collaboration with the Special Services Division of the War Department.

In conjunction with the USO Personnel Committee, a study of the age, education and experience of USO Directors and Assistant Directors, a Job Analysis of Directors and Assistant Directors and a tabulation of the salary range of Directors and Assistant Directors has been made. Data regarding the different types of insights, knowledge and skills necessary for USO workers have been tabulated and analyzed in cooperation with the USO training Division.

A tabulation of a special questionnaire regarding the use of movie films has been made for the Program Services Division.

The rate of turnover of USO professional personnel and the causes thereof, and the age, education and experience of all USO personnel are now being studied.

A detailed study of services to Negroes and a survey of services to war production workers are in preparation.



## PART XVI

### MOBILE AND MANEUVERS SERVICES

#### Area of Operation

Military positions and installations isolated by location or by nature of their assignment or duties from ordinary recreational facilities or resources are considered within the area of operations for USO and Maneuvers Services.

#### Program

Recreational and personal services are provided by a USO worker, assisted by a non-professional worker in some cases, visiting the groups of military personnel regularly with a Mobile Service Club Unit. The Mobile Service Club Unit is a small truck equipped for motion picture projection and provided with a record player and public address system. It carries books, magazines, religious literature, game and writing materials, candy and other items of hospitality for free distribution. In addition to these visits, the Mobile and Maneuvers Service worker offers himself to the Military as a channel through which it may reach neighboring community resources. Professional and financial assistance to communities with overloads due to army maneuvers, are provided by maneuvers service workers during emergencies. Personal services of this program are those consistent with principles of United Service Organizations, Inc., as expressed by the Member Agencies, and cover a wide range, varying from one area to another according to the needs and resources available to meet them; most of them are in the nature of "accommodation" services.

#### Organization and Function

The Program is administered through the Division of Mobile and Maneuvers Services of the Department of Operations, Continental United States. This Division is organized as follows:

1. The Mobile or Maneuvers Service Unit Director is responsible for the operations of a Mobile Service Club Unit in officially certified locations within a fixed district.
  - (1) The Mobile Service or Maneuvers Unit Director conducts the program and manages the operations of a Mobile Service Club Unit, including supervision of whatever additional personnel may be assigned to it.
  - (2) He obtains clearance for the program, through the appropriate officers, from the commanding officers of the posts, stations and installations he is accredited to visit, and assists

in obtaining for such commanding officers the outside resources they may desire within the scope of the total USO Service.

- (3) He reports to and receives instructions from the Mobile Service or Maneuvers Supervisor.
- (4) He also reports to and receives instructions from the regional supervisor of the USO Agency of his membership, concerning the content of his program and his professional conduct on the assignment.

2. The Mobile Service or Maneuvers Supervisor is responsible for the operation of all Mobile Service Club Units within an established area--usually a United States Army Service Command or Maneuvers Command.

- (1) The Mobile Service or Maneuvers Supervisor manages the operation of all Mobile Service Club Units assigned to an area.
- (2) He coordinates the area program, directs and supervises assignments within the area. He issues supplies, funds, services and instructions required by the Mobile Service or Maneuvers Unit Directors.
- (3) He obtains clearance for the program, through the appropriate officers, from the commanding general of the Service Command or Maneuvers Command.
- (4) He reports to and receives instructions from the Director of Mobile and Maneuvers Services.
- (5) He cooperates with and receives instructions from the Regional Executive or Executives in order to effect a proper integration of Mobile and Maneuvers Services into the total field services within the Region or Regions in which his area lies. He confers with the Regional Executive about the location of service and any necessary adjustments of it.

3. The Director of Mobile and Maneuvers Services is responsible to the Director of Operations, Continental United States, for the operation of all Mobile Service Club Units within Continental United States.

- (1) The Director of Mobile and Maneuvers Services administers the operations of all Mobile Service Club Units within the United States.
- (2) He conducts the national program, directs and supervises assignments to areas within the United States.



He issues the supplies, funds, services and instructions required by the Mobile Service or Maneuvers Supervisors.

- (3) He obtains clearance for the program, through the appropriate officers, from the War and Navy Departments.

#### Authorization of Operations

Mobile Services and Maneuvers operations are authorized in accordance with War Department memorandum W-210-20-43 and United Services Organizations, Inc. procedures as follows:

1. The activation of Mobile and Maneuvers Service operations within the United States is subject to the approval of the War and Navy Departments.
  - (1) Requests for service are coordinated in the Service Command or Maneuvers Command by the Special Service Officer. When such requests indicate the need for Mobile and Maneuvers Services, application for these operations is made through War Department channels to the appropriate War Department section. These requests are referred to the Regional Staff Conferences by the Mobile or Maneuvers Service Supervisor and recommendations made to the Committee on Field Operations.
  - (2) Applications approved by the War Department will be reviewed by the Director of Mobile and Maneuvers Services and recommendations made to the Committee on Field Operations, the Conference of Executives, the Director of Operations and the President for authorization.
  - (3) The Director of Mobile and Maneuvers Services receives his authorization to place new units in operation through the regular list of "Authorizations for Designations of Operations and Budget Alleviations" signed by the President.
2. The re-location of Mobile and Maneuvers Services operations within a Service Command or Maneuvers Command is subject to the approval of the appropriate commanding officer.
  - (1) Approved re-locations are submitted to the Mobile Service or Maneuvers Supervisor, who is responsible for taking appropriate action on his own authority.
  - (2) Modification and changes in a Mobile Service Club Unit schedule must be approved similarly by the appropriate commanding officer.

## Personnel

Personnel employed in Mobile and Maneuvers Services is obtained as follows:

1. Mobile Service Unit Directors are employed by the Member Agencies of United Service Organizations, Inc.
  - (1) Recommendation of the Member Agency making the assignment to Mobile and Maneuvers Services is made by the Committee on Field Operations and approved by the President. Assignments of workers to the Division are authorized by the employing agency, subject to the approval of the Director of Mobile and Maneuvers Services. Releases from assignments to the Division require the approval of the Director of the Division.
  - (2) Assignments of workers to particular Mobile and Maneuvers Services areas are made by the Director of Mobile and Maneuvers Services.
  - (3) Assignments of territory within Mobile and Maneuvers Services are made by the Mobile Service or Maneuvers Supervisor.
2. Driver-Technicians and clerical personnel are employed by USO through the Division of Mobile and Maneuvers Services.

## Financing Operations

Funds are drawn from the Mobile and Maneuvers Services appropriations according to the Schedule of Authorizations.

1. Salary payments are made to Mobile Service Unit Directors by the Agencies which employ them. The Agencies are reimbursed for payment of salaries from the Mobile and Maneuvers Services appropriation.
2. All other expenses for operating units are provided through the Division of Mobile and Maneuvers Services according to the Schedule of Authorizations.
3. Equipment and program supplies are issued and assigned by the Director of Mobile and Maneuvers Services to Mobile Service or Maneuvers Supervisors who, in turn, as members of the Regional Executives staffs, issue and assign them to the Mobile Unit Directors.



## PART XVII

### PUBLIC RELATIONS AND PUBLICITY

Every person connected with USO has a responsibility for maintaining sound public opinion of USO. Public opinion results wherever USO reaches or affects any section of the public. Since USO service can only be rendered through public support which is dependent upon favorable public opinion, good public relations are a matter of vital importance.

USO Councils should consider the public relations values that arise in all contacts with local organizations and with the public generally. It is their responsibility first to render the best possible service to men and women in uniform and to war workers, and second, to interpret that service to the public in a manner that secures interest and commands respect. USO wants the public to know that every operation, however small, is a part of a constructive, helpful job, performing well the service for which the public has made it responsible.

USO is a public servant, and as such cannot escape responsibility for the quality of public relations created by each local operation.

#### Publicity

Publicity is the technique by which the activities and policies of USO are presented to the public. Publicity media include newspapers, radio, posters, window displays, car cards, billboards, exhibits, printed matter and well informed speakers.

In organizing a local Committee on Information, through a USO Council, it is desirable that a competent newspaper man or woman be included, or a person experienced in advertising or promotional work, preferable the former. This person may be appointed by the Committee as the official Publicity Director of the Council. If there is a public relations officer, either military or naval, attached to any local camp in the area, his co-operation should be sought. Committee members should assume responsibility, in cooperation with staff members assigned by the Director, for (1) press, including newspapers, local magazines and bulletins, (2) speakers, (3) radio, (4) stage and screen, including motion pictures, plays, pageants and similar special feature entertainment, and (5) displays, including windows, posters, floats and exhibits.

In planning USO publicity, the Chairman of the Committee on Information, and assigned staff members, should, in cities, have on file a complete list of local morning, afternoon and weekly newspapers, with the names of city editors, editorial writers, society editors, radio, sports and women's page editors; feature writers and columnists on each publication, with telephone numbers and deadlines (beyond which copy cannot be used) for each editor's department.



Every news release sent to a newspaper editor should carry the name, address and telephone number of the organization and the Publicity Director in the upper lefthand corner, with the release date in the upper righthand corner. Copy should always be double spaced to allow room for whatever changes the editor or staff member deems necessary. Careful check should be made on the accuracy of all names, addresses, dates, titles, initials, and other facts used in news releases.

Copy should be written simply and clearly. The elementary reporting rule is to answer the questions: who, what, when, where, how and why.

A single picture is often more eloquent and descriptive than many words or several articles. It must be a clear picture, carry a caption reciting names and addresses, appear unposed, and preferably depict action. Generally not more than three or four persons should be included.

Written scripts are required for radio programs; they should be carefully timed, and submitted to the station well in advance. The help of local stations should be secured in preparing them. Short radio speeches are usually preferable to long ones. Avoid many statistics. Remember the advance newspaper notices and follow-up reports on all radio programs. Script material is available on request at USO Headquarters.

Local events and exhibits provide many opportunities for publicity, such as advance store window or other advertising, a screen in the foyer with captioned USO photos, a speaker on the subject of USO, and literature for distribution. The Speakers Bureau of the National Department of Public Information is equipped in obtaining out-of-town speakers for important events.

Floats are effective in a parade suitable for USO participation, and offer scope for imagination.

Each time the USO symbol is called to the attention of the public under circumstances that command attention, and which evoke friendly and favorable association of ideas, effective publicity work has been done.

A Publicity Kit is issued monthly by the Department of Public Information at USO National Headquarters, with suggestions for program ideas and resultant publicity.

USO Committees have the right to call on the Public Information Department at USO Headquarters for help; they are also earnestly requested to provide USO Headquarters with copies of selected clippings of local publicity, especially colorful activities, human interest stories, and the material for stories. This department welcomes and needs this material to feel the pulse of local publicity throughout the country and for information to help shape national publicity.

Local Publicity Directors should keep in close contact with the USO Regional Publicity Representative in the USO region in which their cities



are located, and should feel free to call for help and advice at all times.

#### The Regional and Local Publicity Plan

A plan to stimulate a maximum amount of local publicity for USO in all substantial population centers has been devised, as well as to afford the opportunity for giving systematic direction to the very considerable amount of such publicity already evident in many places.

The key to the success of the plan is the Regional Publicity Representative, who is on the staff of the Regional Executive, and also in close touch with the Department of Public Information at National Headquarters. Regional Publicity Representatives have now been selected and are operating in all regional offices.

Briefly, the duties of the Regional Publicity Representatives are as follows:

1. To originate and put into execution an appropriate program of local publicity for USO in the city in which the regional office is located.
2. To cooperate closely with local publicity directors already appointed in other principal cities in the region; to seek the appointment of qualified publicity directors wherever they are not already operating; and to aid them in every practicable manner in planning and executing their local publicity programs.

This plan is based on the assumption that the local USO Council has appointed, or will appoint, a Committee on Information. Where it is not feasible to appoint such a Committee, the Regional Publicity Representative will take appropriate steps to see that the most effective arrangement is made.

3. To maintain contact with the State Chairman's publicity representative, if any, aiding in the coordination of local, state, regional and national publicity plans.
4. To receive and localize press releases and other material received from the National Department of Public Information for use in the city in which the regional office is located; to furnish the department with the names of persons in other cities in the region to whom such material may be sent for similar handling; and to endeavor to assure its effective use in this manner throughout the principal cities in the region.
5. To be available for consultation on public relations problems which may arise anywhere in the region; to report to the Regional Executive on possible methods of handling such problems, through field consultation or special publicity; and upon approval to cooperate in putting the recommended program into effect.





## PART XVIII

### USO RELATIONSHIPS

#### Local Regional and National Relationships

Local, regional and national USO relationships may be outlined briefly as follows:

1. The USO national executives deal with the agency national executives and with the USO Regional Executives.
2. Agency national executives deal with each other, with the USO national office, and with the national office of OCWS of FSA. In matters that affect more than one agency, the agency national executives deal with the FSA national executives through the USO national executives.
3. USO Regional Executives deal with agency Regional Supervisors and the FSA Regional Representative. They deal with the USO national executives.
4. Agency Regional Supervisors deal with each other, and with the USO Regional Executive. They deal with their local Directors and with their national agency executives.
5. Local Directors deal with each other. They also deal with their own agency Regional Supervisors and through them with their national agency executives.

#### Functions of the Regional Staff Conference

The Regional Staff Conference is composed of the agency Regional Supervisors assigned to a particular region or regions, and the USO Regional Executive and his associates. The Regional Recreation Representative of the Office of Community War Services of the Federal Security Agency meets with the Conference by invitation to bring information about changing community needs. State Chairmen also attend when necessary or convenient.

The Regional Staff Conference usually meets monthly. The Regional Executive is the chairman. Individually, agency Regional Supervisors are responsible to their national agency executives, and Regional Executives are directly responsible to Directors of Field Service for Eastern and Western United States.

The functions and responsibilities of the Regional Staff Conference as a group, are:

1. To recommend to the Committee on Field Operations new operations, changes in the operating plans (i.e., number of professional staff members authorized, type of local operating budget, etc.), elimination of operations. Such recommendations take into account the recommendations of local USO Councils.



Local recommendations, however, cannot always be followed because of military urgency or other especial considerations affecting more than the local plan of service.

2. To discuss and make plans for dealing with local inter-agency problems, such as staff and committee relationships, local public relations, etc.
3. To cooperate with local Staff Conferences and USO Councils and Committees in planning and conducting steps to improve local services, such as inter-agency institutes for volunteers. Such institutes are sometimes planned cooperatively by State Chairmen or Vice-Chairmen, the Regional Staff Conference, and local USO groups.
4. To cooperate in the planning and conducting of regional Institute-Workshops and Refresher Courses.

Regional Supervisors and Executives should utilize Regional Staff Conferences to deal cooperatively with the inter-agency "trouble spots" in the region, and to plan together for improving the quality and extending the range of services in all the operations in particular camp communities and areas, including both Joint Agency operations and Single Agency Operations.

Consideration should also be given to coordinating field service, as related to particular communities, i.e., spacing visits wisely, taking agreed assignments in helping improve local Staff Conferences and the work of USO Councils and Committees. The use of agency and inter-agency program consultants and specialists should also be planned. Regional Staff Conferences, under the leadership of the Regional Executive, should plan for providing effective total supervisory service for their region.

#### Unifying Approaches to Communities

1. The limited number of USO Regional Executives cannot provide sufficient service across the country to local Staff Conferences, USO Councils and USO Committees, and to Community-Conducted Operations. Therefore, agency Regional Supervisors may be requested to undertake some responsibilities in local communities as USO representatives. Specific responsibilities and selection of communities should be agreed upon in Regional Staff Conference and with the USO Regional Executive. This plan has the added advantage of representing further the unity of the USO in approaches to communities.

The USO Regional Executive, however, has the primary responsibility for dealing with USO Councils and Staff Conferences and for investigating needs and making recommendations for work in new communities, and additions to services in communities where USO service is established. In a particular situation where an agency Regional Supervisor has been asked to act for the USO Regional Executive, the FSA Regional Recreation Representative should be so informed.

2. Case files of communities in which USO operates can well be built up in USO regional offices. Agency Regional Supervisors can well call.



or communicate with, the USO Regional Office before going to a community for the latest information concerning it, and after the visit send a memorandum to the Regional Executive about the USO in that community.

3. Information about itineraries of agency Regional Supervisors should be shared with USO Regional Executives as far as possible and itineraries of agency national staff members should be shared with the national USO Department of Operations, and vice versa.
4. Agency Regional Supervisors and USO Regional Executives should use discretion in divulging recommendations made personally or in the Regional Staff Conferences until final recommendations are made by the Committee on Field Operations and the Conference of Executives. No public announcement should be made until authorization is given by the President.

The USO Regional Executives and Agency Regional Supervisors receive the minutes of the Conference of Executives and the Committee on Field Operations each week. In addition, weekly memoranda go from the Department of Operations directly to the USO Regional Executives, and from the agency national executives to Regional Supervisors, concerning decisions made by the Board, the Executive Committee, and recommendations of other committees. The national office of each agency also will pass on to its Regional Supervisors such additional information as the national agency deems important.

Agency Regional Supervisors will keep their national executives informed of situations relating to services under the auspices of their agency and of the recommendations of the Regional Staff Conference.

The USO Regional Executive will likewise keep the Department of Operations at the USO National Headquarters informed on:

1. Specific situations in the Region - and send the official minutes of the Regional Staff Conference directly to each member of the Committee on Field Operations and to the Regional Supervisors of each of the agencies within the area.
2. The progress of USO Councils and local USO Staff Conferences.
3. Current problems requiring clearance with and between agency national offices.
4. The general USO situation in the region, through a quarterly summary report.

#### Responsibilities

1. Agency Regional Supervisors are responsible to their agency national executives for supervision of the USO units designated for operation by their agencies, and for supervision of the staff.

They cooperate with the USO Regional Executive and the other Regional Supervisors in making recommendations concerning needed USO services and in adjusting situations involving their agency and others.



They represent their agencies in the region and together with the USO Regional Executive, represent the total USO enterprise.

Relation of USO to OCWS of FSA

1. The Office of Community War Services of FSA, according to the Executive Order of the President, is to "serve as the center for the coordination of health and welfare services made available by the departments and agencies of the Federal Government, and other agencies public and private, to meet the needs of State and local communities arising from the defense program."
2. The FSA Regional Recreation Representatives and Field Recreation Representatives are responsible to the Office of Community War Services of the Federal Security Agency for planning and coordinating recreational services in defense communities and areas. Through Community War Services Committees they study the need for services, stimulate local efforts, recommend and make arrangements for needed federally-financed facilities and cooperate with USO field representatives in planning for needed USO services.

The FSA Recreation Representative helps to coordinate recreational services in the community. He represents the Federal Security Agency through the FSA Recreation Representative, in dealing with the USO Regional Executive in matters pertaining to the care and use of the federal recreation buildings, in accordance with the management agreement between USO and FSA. It is desirable that he be present at local Staff Conferences and Regional Staff Conferences particularly when matters in which the FSA is directly concerned are under discussion.

3. Matters regarding USO services or personnel which need consideration shall be cleared between the Regional Executive of USO and the Regional Recreation Representative of FSA. Where agreements cannot be reached within regions, the matter shall be referred to the National Offices of USO and FSA.
4. The Regional Executive of USO is responsible for coordinating the services of the six USO agencies in his region and for representing the total interests of USO with local communities, with FSA and with other organizations.
5. The FSA Regional Recreation Representative will be invited to Regional Meetings of USO Field Staff or Agency Supervisors for consultation.
6. It is the responsibility of the Regional Executive of USO to make the initial approach to new communities. The initial approach shall be made in collaboration with the Regional Recreation Representative of FSA. When necessary he may appoint Agency Field Supervisors to represent USO for him on subsequent occasions. Findings of the Regional USO Executive shall be communicated to the Regional Agency Supervisors.
7. Neither the Regional Recreational Representative of FSA nor the representative of USO or of any member agency of USO shall proffer facilities or services on behalf of the other without prior consultation or agreement.



8. The USO will, periodically, in consultation with representatives of FSA and the community, review its operations in each camp area to determine the necessity of elimination of operations, or additional operations according to the changing needs.

#### Relation of USO and The American Red Cross

The American Red Cross and the United Service Organizations, Inc., issued the following joint statement on their services to the armed forces on March 2, 1943.

The American Red Cross, under its Congressional Charter and Army and Navy Regulations "furnishes volunteer aid to the sick and wounded of armies in time of war" and "acts in matters of voluntary relief and in accord with the military and naval authorities as a medium of communication between the people of the United States of America and their Army and Navy." The Red Cross is responsible for service of this type to organizations and units of the armed forces in garrison or wherever serving on active duty in the field or proceeding in transit as members of an organized body under orders, and for social service and recreational programs in hospitals and for convalescents.

The United Service Organizations, Inc., is a corporation organized under the laws of the state of New York with the approval of the President and the Secretaries of War and the Navy representing the joint efforts of The Young Men's Christian Association, the National Catholic Community Service, The Salvation Army, The Young Women's Christian Associations, the Jewish Welfare Board, and The National Travelers Aid Association, to provide services of a religious, social, and recreational character for members of the armed forces. The primary responsibility of the USO in its present program is to serve members of the armed forces outside of military reservations when off duty or on leave. With minor exceptions, principally a few long established Army and Navy YMCA buildings, the USO does not conduct club operations inside camps. The major USO activity in camps is that of USO-Camp Shows, Inc., which provides theatrical productions and concerts, with appearances and schedules determined by the military authorities.

The activities of the American Red Cross and the USO are carried on in close cooperation and consultation and with the objective of insuring the most effective use of the resources of both organizations in the interest of the men of the armed forces and their families.

The following statement sets forth the services which these two organizations are rendering to the members of the armed forces:

- I. Within the Continental Limits of the United States

- In Camps

- A. The Red Cross

1. Services to the able-bodied

Red Cross field directors, or assistant field directors, are permanently stationed at all principal Army and Navy stations, while



smaller posts are covered on an itinerant basis. In general, these field directors constitute the "on camp" end of a personal welfare service to the men of the armed forces and their families, the "off camp" end being supplied by the Home Service Committees of the 3,755 chapters and 6,000 branches of the Red Cross.

## 2. Services in hospitals

In addition to social welfare case work in military and naval hospitals the Red Cross is responsible, under Army and Navy regulations, for recreation for convalescent patients. Furniture and equipment for recreation buildings at Army general and station hospitals and Naval hospitals may be supplied by the Red Cross where such material is not available for purchase from appropriated funds. Its volunteer "Gray Ladies" have supplemented the work of its professional recreation workers in many hospitals, and under arrangements recently approved by the Surgeon General of the Army the services of its volunteer nurse's aides will be available to military hospitals. The Red Cross conducts an extensive program of motion pictures for convalescent service men.

## 3. General

Through its Camp and Hospital Councils, the Red Cross has supplied furnishings for many hospital sunrooms and company dayrooms, and has responded to requests for such varied articles as athletic equipment, public address systems, ping-pong tables, subscriptions to newspapers, radios, garden chairs, phonographs and records, games, flowers and vases, and pictures. The Red Cross has trained several thousand service men to serve as instructors in first aid and water safety. It has made millions of surgical dressings from material supplied by the government. Its Blood Donor Service has supplied most of the blood plasma used by the Army and Navy Nurse Corps. It has recruited most of the nurses for the Army and Navy Nurse Corps. It has enrolled many dietitians and medical technologists for the Army and Navy. It has supplied canteen service to troops on duty in many isolated or remote locations and in special situations at the request of military authorities. It has supplied many comfort articles, sweaters, and other knitted articles for both sick and able-bodied service men.

## B. The USO

The major USO activity in camps is that of USO-Camp Shows, Inc., which provides theatrical productions and concerts. The appearances and schedules of these entertainers are determined by the military authorities, while the organization of the troupes and their business and professional management is handled by USO-Camp Shows, Inc., a wholly owned and controlled subsidiary of the USO.

With only incidental exceptions, chiefly a few long-established permanent Army and Navy YMCA buildings, the USO does not conduct club operations inside camps. A certain amount of personal service operations originating from club locations outside camps are conducted within camps, chiefly in cooperation with chaplains; and there is visitation of hospitalized men in cooperation with the Red Cross.



The USO also furnishes mobile service to troops on practice maneuvers. These services might be regarded as both inside and outside camps.

#### Outside Camps

##### A. The Red Cross

In each of the 3,755 Red Cross Chapters there is a Home Service Committee which is the family end of the personal welfare service rendered by the Red Cross to the service men and their families. Briefly, Home Service includes: assistance with communications between service men and their families and inquiry in regard to their welfare; information concerning regulations and legislation affecting service men and their dependents; cooperation with military and naval authorities by obtaining social history material required for medical treatment and by making reports on home conditions needed by commanding officers; assistance in presenting claims for compensation and other government benefits; financial aid for special needs; consultation and help toward meeting family difficulties which do not require financial aid; and referral service enabling the client to make use of the resources of other organizations.

At present the Red Cross Home Service organization is, at the request of the Army, acting as the agency for the checking of applications under the Allowance and Allotment Act.

Other "off post" activities for service men include the use of the Motor Corps for transporting the sick and convalescent, of the Canteen Corps for supplementary feeding of troops in transit, and collaboration with the USO and the American Library Association in the Victory Book Campaign. When health authorities have indicated that the cooperation of the Red Cross is needed and desired, it has supplied nurses to supplement existing public health programs in communities adjacent to Army and Navy reservations where the great increase in population has presented serious public health problems.

##### B. The USO

The main operations of USO are recreation, entertainment, hostel, educational, welfare, and religious services conducted in or from club-houses, station lounges, information centers, hostels, and mobile units. The services include a vast amount of personal case work of the quick disposal type, both for service personnel and their families. About 20 percent of USO operations take place on premises provided by the government, the direct collaboration with the government being through contract with the Office of Defense Health and Welfare Services.

USO-Camp Shows, Inc., does not render service in USO clubs. Entertainment and concerts in USO clubs are independently provided.

Certain subventions are made to other organizations for related or auxiliary work or to local organizations of a general community type to minimize the extent of direct USO operations. Examples are Citizens Committees furnishing dayrooms, American Social Hygiene Association,

Victory Book Campaign in collaboration with the American Red Cross and the American Library Association, and various local committees.

- II. The Western Hemisphere -- Outside the Continental Limits of the United States (including Alaska, Canada, Newfoundland, Bermuda, British Columbia, Hawaii, Panama Canal Zone, Atlantic, Caribbean, Central and South American Bases, but excluding Iceland and Greenland)

#### In Camps

##### A. The Red Cross

Services rendered by the Red Cross in camps and hospitals in these areas are, in general, similar to those rendered in camps and hospitals within the continental limits of the United States as set forth in Section I. In addition, women recreation workers and field directors specially trained in recreation work who may be called upon to assist or supplement the recreation work of the Special Service Division are now on duty in certain places in Alaska and Canada, and the Red Cross is prepared to supply such specially trained personnel at the request of commanding officers in other localities.

##### B. The USO

USO services available in camps in these areas are, in general, similar to those available in camps within the continental limits of the United States as set forth in Section I.

#### Outside Camps

##### A. The Red Cross

There are active Red Cross chapters in the Panama Canal Zone, Hawaii, Puerto Rico, the Virgin Islands, and Alaska, with Home Service and other activities for the benefit of service men and their dependents comparable to those of similar chapters within the continental limits of the United States.

The Red Cross has accepted the responsibility for establishing clubs and supplying "off post" recreational facilities in certain designated places in Alaska and Canada and is prepared to accept similar responsibilities in other localities upon the request of commanding officers.

##### B. The USO

At the request of the Army, the USO, directly and not through its constituent organizations, is providing "off post" recreational and club facilities in Hawaii, Panama Canal Zone, Caribbean Islands, British Guiana, Surinam, Brazil, Bermuda, Newfoundland, British Columbia, and in certain designated places in Canada and Alaska. These services are in general similar to those rendered in continental United States.

USO-Camp Shows, Inc., may provide service in USO clubs if desired by the military authorities.



A few subventions are made to local committees and other organizations.

### III. Europe, Asia, Africa, Australasia, Greenland, and Iceland

#### In Camps

##### A. The Red Cross

As Red Cross field directors are assigned to all armed forces units and hospitals and, in general, accompany them to whatever foreign country they may be destined, the services rendered by the Red Cross in camps in these areas are similar to those rendered in camps within the continental limits of the United States as set forth in Section I. American men in hospitals of other Allied Nations are served by Red Cross hospital visitors.

In addition, there are many field directors who are specially trained in the field of recreation and women recreation workers who are assigned to service within military reservations in order that the Red Cross may assist or supplement the work of the Special Service Division of the Army and the Welfare Division of the Navy in providing recreation facilities "on posts".

The Red Cross endeavors to maintain at strategic points supplies of comfort articles, sweaters, etc., to meet the needs of men going into or returning from combat duty. The Red Cross has, from time to time, supplied many special services, including furnishing emergency athletic equipment, and arranging for the transcribing and recording of broadcasts of the World Series and of football games.

The Prisoners of War Relief section of the American Red Cross provides to American and other United Nations' prisoners, through the International Red Cross, supplementary material aid in the form of standard food packages, clothing, medical supplies, toilet articles, and tobacco.

##### B. The USO

The services of USO-Camp Shows, Inc., are available, through the Special Service Division, wherever they may be required or desired by Special Service and commanding officers.

#### Outside Camps

##### A. The Red Cross

At the request of the Army, the Red Cross has accepted the responsibility in many places for providing "off post" recreational and club facilities, in many cases with sleeping accommodations and restaurants, itinerant clubmobiles, and rest homes. The Red Cross is now rendering "off post" services in Iceland, Great Britain, Australia, the Middle East, North Africa, India, China, New Caledonia, and certain other Pacific Islands, and is prepared to accept similar responsibilities in other areas when so requested by commanding officers.

In certain foreign countries where the Red Cross is so serving, arrangements have been made whereby local organizations, many of which are affiliates of USO member agencies, are rendering to American forces recreational services supplemental to those of the Red Cross. At the request of the Army and Navy and the Office of Defense Health and Welfare Services, the Red Cross has agreed that, when approved by the commanding officer, it will endeavor to perfect similar arrangements in other countries.

#### B. The USO

The USO is authorized by the Army and Navy and the Office of Defense Health and Welfare Services to make subventions to foreign affiliates of USO member agencies serving American service personnel in collaboration with military and local civilian authorities and the Red Cross, and to send certain personnel to foreign countries for inspection and advisory purposes.

The services of USO-Camp Shows, Inc., are available, through the Special Service Division, in whatever locations, including premises of the Red Cross, may be designated by Special Service and commanding officers.

For The United Service Organizations, Inc.

For The American Red Cross

(Signed) Chester I. Barnard  
President

(Signed) Norman H. Davis  
Chairman



## Relation of USO to OCD

### I. Civilian Defense Volunteer Offices

A Manual for Volunteer Offices has been issued by the Office of Civilian Defense. The work of volunteers continues to be extremely important in USO. The experience of both USO operations and Civilian Defense Volunteer Offices to date makes it desirable to re-state relationships between USO operations and local Volunteer Offices.

1. One essential of national policy in total mobilization of the national emergency is the organization of men and women volunteers for civilian defense.
2. In all local communities the director of the Defense Council has been urged to establish a Civilian Defense Volunteer Office whose functions are the over-all recruiting, registering and referring of volunteers engaged in civilian protection and civilian war service; also the reporting to the local Defense Council of the number of volunteers placed in various civilian defense programs and the number of hours of service rendered. In most communities such offices have been established.
3. Volunteers for civilian defense are placed in two major divisions: civilian protection and civilian war services.

Among the programs in the latter division are those provided for service men and women and war industry workers and their families.

Citizens' Service Corps awards are made to volunteers who meet certain qualifications based on their service record and who are registered in the local volunteer office.

### II. Relationships - Civilian Defense Volunteer Offices and USO Clubs

USO is an important part of community life engaged in civilian defense. USO services, therefore, are related to an important total program of volunteer participation in activities of civilian defense.

### III. Relationships - Civilian Defense Volunteer Offices and USO Groups

It is an accepted policy for local USO clubs to cooperate with local Civilian Defense Volunteer Offices by registering USO volunteers as a part of the great army of men and women for civilian war services. It is highly important that USO clubs continue this operation.

Because of the increased pressure for more volunteers in national public war programs and other large scale operations using volunteers, USO clubs should, as far as possible, utilize the services of

Volunteer Offices in recruiting volunteers especially qualified for USO service. Requests for volunteers to Volunteer Offices should be specific, outlining the exact nature of the work to be done, and the type of volunteers suited to do it.

USO clubs will find it necessary and desirable, in some communities, to continue to recruit their own volunteers.

It is important that all volunteer services carried by USO volunteers be reported to the local Volunteer Office so that its reports may include services by USO volunteers.

USO professional staffs are often in a position to contribute to total community planning for the use of volunteers. It is important, therefore, that professional staffs make their skills available in this way as time permits.

#### Relationship of USO to Labor Unions

From its inception it has been a policy of USO that its Councils all over the country should be representative bodies containing members of all important community groups. Among these community groups are local labor organizations, whose membership is a potential resource to USO program and services.

Out of recognition of the need to express more effectively the interest and concern of the members of labor organizations with war relief and welfare problems, the Congress for Industrial Organizations has organized the CIO Committee for American and Allied War Relief; the American Federation of Labor has set up the Labor League for Human Rights and United Nations Relief.

Both have organized a field staff of regional directors to develop practical methods by which labor membership may be related to local war relief programs as advisors, as committee members, and as active volunteers in program.

The field staff of the two labor organizations is available to cooperate with USO Regional Executives and agency Regional Supervisors, in developing effective channels of bringing into focus the interest of labor organization members in USO in the communities in which USO operates. USO regional staff members should consult with the representatives of labor organizations on labor member participation in USO program and services.

#### Relationship of USO to the National War Fund

The National War Fund offers people throughout the country the opportunity to contribute to the major war related service organizations in one National campaign, with the exception of the Red Cross.

The War Fund was organized on the recommendation of the President's War Relief Control Board, with the purpose of consolidating the appeals



of its participating agencies, eliminating duplication of effort, conserving the energies of community leadership and reducing administrative expenses.

#### Financing Local Operations

In the national USO campaign for 1942 some local committees by special agreements secured and retained amounts, over and above their local quota, for expenditure for local needs. This condition is now changed. The organizations participating in the National War Fund are responsible for the local budgets of their local committees and other bodies carrying out locally the work of the participating national agencies.

The National War Fund issued the following statement dated June 2, 1943:

#### "Policy on Finances of Local Committees of National Agencies

"The National War Fund recognizes material value in the work of local committees of its participating agencies; many of which, as in the case of the USO, are in fact operating units, and all of which serve the double end of stimulating and sustaining public interest, and of strengthening local campaigns.

"1. In communities in which there is neither a war chest nor community chest, the policy of the National War Fund stands unchanged, as follows:

'The national agencies are responsible for the local budgets of their local committees, and other bodies carrying out locally the work of the national agencies. It will not be necessary for local campaign committees to add an amount to the National War Fund quota for these purposes. A local committee of a national war-related agency listed as a participant in the National War Fund will be expected to receive its funds for the local work of the national agency from the national agency itself.'

"2. In communities in which there is either a war chest or community chest, the policy requires further clarification, as follows:

(1) Existing arrangements between war chests or community chests and local committees of participating national agencies, and other bodies carrying out locally the work of the national agencies, where mutually satisfactory, should be continued.

(2) No local financing should affect the local quota of the National War Fund.

- "3. In all communities, in the case of the USO, the 'local committee' is usually the local USO Council. Generally, the work of the local units of the six member agencies of the USO, whether for normal local programs or for war-expanded programs, should be financed locally."

#### USO Regional Responsibilities

Under the guidance of the War Relocation Authority, the duties and responsibilities of the USO Regional Executive have been described in detail in the responsibility chart which is a part of the operations of the national operations of USO.

These responsibilities may be summarized in general terms as follows:

1. USO Regional Executives are responsible for coordination of the total USO program in their region, for inter-agency USO activities, and for public relations.
2. They are primarily responsible for studying the needs for service, for securing the most effective use of agency funds, and for securing the most effective use of local resources and for securing the most effective use of local resources, and for securing the most effective use of local resources.
3. They and their staff members work with the local USO Councils to develop the total service in communities with agency funds under national agency auspices and with the local and community agencies for the development of local programs and services in communities with local funds.
4. They are responsible for interpreting USO to the community, and for securing the community to USO.
5. They are responsible for working with the local community to secure the most effective use of local funds and for securing the most effective use of local funds.
6. They represent the USO relationship with the local community and for securing the most effective use of local funds.

#### USO Area Representatives

The function of the USO Area Representative is to act as a liaison between the local USO Council and the local community, and to be the director of the work of the local USO Council.

They are responsible for the following:

1. In the development of local programs.
2. To represent and be responsible to the Regional Executive for the local USO Council.



## PART XIX

### RESPONSIBILITIES AND FUNCTIONS

#### USO Regional Executives

Throughout the preceding parts of this Field Service Manual the duties and responsibilities of the USO Regional Executive have been described in detail in their relationship to the wide range of policies and procedures of the national operations of USO.

These responsibilities may be summarized in general terms as follows:

1. USO Regional Executives are responsible for coordination of the total field service within the region, for inter-agency USO services, problems and relationships.
2. They are primarily responsible for studying the needs for service, for securing the joint recommendation of agency Regional Supervisors regarding operations considered necessary and agency designations deemed wise and appropriate, and regarding needed adjustments in services.
3. They and their staff members consult with USO Councils regarding the total service in communities with operations under national agency auspices and with Councils and Committees regarding administrative problems and program services in Community-Conducted Operations.
4. They are responsible for interpreting USO to the community, and the community to USO.
5. They are responsible for assisting in the organization and functioning of USO Councils and Staff Conferences in communities which have USO operations.
6. They represent the USO relationships with FSA and other organizations in their regions.

#### USO Area Representatives

The function of USO Area Representatives is to achieve, through USO Councils and Staff Conferences, a unified USO service in communities, and to give direction to the work of USO Councils.

They are responsible for the following duties:

1. As the Representatives of Regional Executives
  - (1) To represent and be responsible to the Regional Executives for dealing with Field Representatives

of the Office of Community War Services, Army and Navy Officials, community groups and the general public.

- (2) To be informed of conditions as a whole in USO operations in their areas, in order to discharge the duty of responsible criticism of operations as to adequacy and quality, and to be informed about the special emphases and services provided through different member agencies.
- (3) To consult with agency Regional Supervisors with regard to needed adjustments in services of particular USO clubs or services.
- (4) To exert leadership in staff conferences and with USO Councils in helping develop and make effective a unified program of USO services which take into account the special constituencies to be served there by USO member agencies.
- (5) To cooperate with State USO Chairmen and Vice Chairmen in their cooperative and advisory functions with respect to the USO-Agency operations in their areas.

2. As Executive Secretaries of USO Councils

- (1) To carry out the general executive duties of USO Councils of:

Planning in advance the agenda of each Council meeting with Council Chairmen, sending advance notification of meetings to the members.

Following through on recommendations or suggestions growing out of Council meetings.

Conferring with and keeping in touch with the USO Council Chairmen concerning any USO problems or plans that may need total USO support or interpretation.

- (2) To keep the records of the Council:

Minutes of Council meetings, the Council's sub-committees.

Correspondence of Councils, including official USO bulletins, memoranda, instructions, etc.

Lists of the names, addresses and telephone numbers of the members of USO Councils and its sub-committees, members of USO Staff Conferences, members of the USO-Agency staffs, members of the USO-Agency advisory



or management committees, Special Services Officers and Chaplains, etc.

Directories of community resources (church, city, welfare and health agencies, etc.)

(3) As the local representatives of USO:

- a. To cooperate on problems of public relations and publicity with the Regional Publicity Representative in carrying out suggestions in Part of this Manual; by working closely with public relations officers of camps or bases; by aiding local Councils in dealing with adverse criticism by getting the facts to enable Council Chairmen to let community leaders know these facts, relying on them to restate these facts; by being alert to public opinion with regard to USO by anticipating the points of USO operations at which criticism might develop, and to suggest action to ward it off; by aiding the local staff conference in planning USO publicity with the local press, Army posts and Naval bases, newspapers, local radio stations, local USO bulletins in cooperation with the Regional Publicity Representative.
- b. Maintaining relationships with community organization leaders (Community Chests and Councils of Social Agencies, Chambers of Commerce, local government officials, Defense Recreation Committees, labor organizations, women's organizations, etc.)

The Functions. Authorities and Opportunities of State Chairmen. USO

The following statement gives in condensed form the principles of USO organizations and a general presentation of the duties of State Chairmen, the opportunities he has for important services in the war effort, and the authority and its limitations that apply to this position.

1. Principles of USO Organization:

(1) Responsibilities of the Agencies.

A fundamental principle of USO Operation is the cooperation of its member agencies in the rendering of services, the fundamental idea being that each agency contributes through personnel and facilities to the general local program of USO; that in addition, each agency in its own way renders its specialized services, and that to do so is an essential part of the united services.

This means that in many essential respects the management of the work lies in the governing authorities of these agencies and cannot be assumed by USO nor can it be delegated by USO to others such as local committees or state chairmen except as, and to the extent that, the agencies themselves are willing or desirous of doing so. This especially applies to the selection of personnel and to their payment, as well as to the religious and moral aspects of the work.

(2) Responsibilities of USO.

USO has important responsibilities which it cannot delegate even to its member agencies and still less to State Chairmen or local Councils. USO is obligated to see that its policies and practices conform to the needs of the Government and do not conflict with the restrictions which it deems necessary, in many aspects, for USO work. This is a second principle of USO organization.

A great deal of civilian and Government non-military work relating to recreation and cooperation in the war effort is nationally organized. The chief organizations involved are the Federal Security Agency, the Office of Civilian Defense, and the American Red Cross. The interrelation between the work of USO and that of these other national organizations to avoid conflict and undesirable duplication and to insure proper servicing of needs, requires agreement and understandings between their organizations. An example is the memorandum of understanding between the USO and the American Red Cross dated March 2, 1942.

(3) Responsibilities of State Chairmen.

The foregoing statement explains why USO cannot give direct authority to State Chairmen over the national agency operations of USO. It also explains why the cooperative and advisory functions of State Chairmen with respect to their operations is of the very first importance. Unavoidable contractual conditions under which USO functions tend to over-centralization and to excessive specialization of interest, to correct which the responsible cooperation of State Chairmen of USO Councils is exceedingly important.

No greater service can be rendered in this work than that of highly competent men and women who are willing to exert their constructive influence on these operations and their management with full and sympathetic appreciation of the necessity for the centralization of authority in the orderly discharge of the responsibilities set forth above.

(4) Joint Responsibilities of USO and State Chairmen

The national operations or services directly conducted by USO through its agencies are by no means the only



responsibilities and interests of USO . By force of circumstances it has increasingly had to be concerned with strictly local and area services and with volunteer and community cooperation.

USO desires to stimulate communities to use their own resources and initiative when it is feasible. Many communities have been able and willing to use their own resources and they have been adequate, but this is not true of others. The USO has wished to confine its direct efforts to the situations where local community resources are not adequate to the needs.

It is now apparent, however, that not only do many such communities need supplemental assistance of various kinds, but that some supervision is necessary to maintain service once inaugurated, and to secure orderly cooperation with the local Defense Committees, the Red Cross, and other agencies.

This field of local community operations and citizens volunteer services is the second area in which USO needs the services of State Chairmen and local USO Committees. In this field USO has and wants to exercise the very minimum of authority, and is dependent upon the good offices of those who will represent it in the State.

## 2. Specific Functions of State Chairmen

These may be classified under five headings, only the last four of which involve continuing activity:

### (1) Organization

- a. To act as chairman of a State Committee composed of chairmen of USO Councils and Committees, and other representative citizens.
- b. To select and secure, with the advice of the State Chairmen, an able and influential woman as Vice-Chairman, if a Vice-Chairman seems necessary for his state.
- c. To appoint, at his discretion, a State Executive Committee to assist him in the work of the State Chairman.
- d. To work with Regional Staff as necessary in carrying through such state-wide meetings of volunteers as are desirable to maintain a good level of volunteer performance.

(2) Supervision

- a. To stimulate the activity of USO Councils and Committees, and in general to aid in keeping the local leadership in active, constructive and influential hands.
- b. To assist the Regional Executives to guard against improper or unauthorized use of the USO name or symbol, by commercial exploitation or other unapproved activity.

(3) Interpretation

- a. To act as the spokesman for the USO on any announcements to be made within the particular state or territory.
- b. To represent the USO in important public conference or controversy with other organized body or agency.
- c. To maintain effective relationships with state organizations having a friendly interest in USO or its program.
- d. To arrange so far as possible and necessary for volunteer publicity service on a state basis in cooperation with the USO Regional Publicity Representative.

(4) Advisory Service

- a. To advise the President of the USO on all matters of major interest affecting national policy, program and personnel.
- b. To advise the field representatives of the USO and of the six agencies on procedures suitable to the customs and key personalities of the state or region concerned.

(5) Reports

To maintain any necessary files of correspondence and reports on local USO activities. These files should probably include a general file for copies of important reports, bulletins, policy decisions, and other information received periodically from National Headquarters.

Such files should be arranged geographically and the names and addresses of all members of the local committee should be recorded on a simple card file.



### 3. Relations with National Agency Operations

As indicated, the relationship of the USO State Chairman to USO Services under national agency auspices within the state or region is to be advisory and cooperative, not authoritative. The reasons for this are given under Section 1. Accordingly, the USO State Chairman is not responsible for the selection or appointment of USO Councils, nor for the selection and employment of any staff on the payrolls of the USO national headquarters or of the six agencies; but is responsible for general oversight of national operations and for constructive and critical advice concerning them. His advice on such USO Councils or personnel is definitely sought and is regarded as indispensable to the administrative officers of USO, who will endeavor to secure corrections and improvements recommended where Government policies and agency necessities permit, and to inform State Chairmen fully on these premises.

### 4. Staff Assistance

The service of State Chairmen is to be a voluntary service without compensation. Necessary personal expenses of chairmen will be paid.

The USO will seek to provide staff assistance to State Chairmen through its field organization. This staff consists of a USO Regional Executive or Supervisor who will be supported by competent assistants, so far as the work requires, for USO service work and public relations and publicity. His staff will work under the direct authority of USO headquarters in general, but will work under the direction of State Chairmen with respect to the functions of the latter. For reasons of economy and of the difficulty of recruiting competent staff under the conditions, and because the volume of work does not warrant more, a single staff will, in most cases, serve more than one State Chairman. Due allowance will be made for variations in conditions and the convenience of State Chairmen.

## APPENDIX

### STATEMENT ON STANDARDS FOR ROOM REGISTRY SERVICE

The need for resident, as well as transient housing facilities, particularly for women and girls has become acute in many military and war production areas. USO is helping wherever it can to meet this problem and assists in the expansion of Room Registry Service to include all of the community's resources of housing facilities, hotels, rooming houses, private residences, etc., under safeguards of approved standards.

In many places social and community agencies with Room Registry Service function jointly to eliminate duplication of service and improve community relationships. To further expedite service, volunteers have been trained to carry responsibilities when sufficient professionally trained staff has not been available.

It is vitally important to maintain standards for this service in war impacted areas and in communities where Room Registry Service has not been established. The following USO standards and procedures should be observed.

#### Suggested General Standards:

1. A thorough investigation of all houses having rooms registered with the USO is the responsibility of USO representatives, provided an investigation has not been previously made by a responsible community group.
2. An adequate list should be established and maintained from such an investigation of those rooms which are known to be suitable living places for girls and women.
3. Systematic and periodical re-investigation of all registered rooms is desirable, if possible, about every six months.
4. Stimulation of individuals and community groups to establish and maintain adequate standards for rooming and boarding houses is urged.
5. A regular check-up with those referred to rooms, or with landladies, to insure the maintenance of standards, is recommended.

#### Suggested Specific Standards:

Landladies who list their rooms are requested to cooperate in upholding the following standards:

1. The owner, landlady, or other responsible person, whose registration card and references are in the Room Registry Central Files, must live in the house or apartment where rooms are being rented. (See Exhibit A).
2. Applicants should also be registered in the Room Registry Central File. (See Exhibit B for card information). Every USO worker



should realize the urgent need of giving information only to legitimate inquirers. To protect USO, it is thought wise to have every applicant present adequate identification before an Introduction Card is issued.

3. A card referring the applicant to the landlady should be given to the applicant before she leaves the Office of the Room Registry Bureau. (See Exhibit C.)
4. It is important that there be no conflict between the nationality and the religion of the roomer and the family to whom she is sent.
5. Walk-up and elevator apartments are both acceptable.
6. All community Housing, Building and Fire Department requirements must be met.
7. The entrance to the room should not be through another sleeping room and each room should have a door which can be closed and locked.
8. Each room should have adequate heat, light and ventilation. A reading lamp and comfortable chair should be provided.
9. Single rooms, and single beds in double rooms, are preferable.
10. No home where more than seven persons use one bathroom is acceptable, unless there is running water in some of the rooms and additional toilets. Bathroom privileges for tenants should be clearly defined and schedules posted.
11. The landlady must furnish bedding, sufficient blankets for each guest's comfort, and a minimum of two face towels and one bath towel per guest per week, change of bed linen once a week, and provision for the laundering of all linen. Fresh bedding should be provided for each new guest.
12. Rooms should be thoroughly cleaned each week. If the tenant is to assume any responsibility for caring for her own room, it should be clearly understood before the rate is agreed upon.
13. There should be a clear understanding as to what privileges in the home are allowed. This would include the use of kitchen and laundry facilities, of living room, telephone, personal iron and radio, and handling of mail.
14. It is desirable that houses have telephones.
15. The landlady is advised to make clear in the beginning what rate will be charged and to request that the rent be paid weekly, in advance, and a receipt given to the tenant. She should notify the tenant a week in advance if she wishes the room vacated, and the tenant in return should give a week's notice if she intends to move.

SURVEY DATA FOR INDUSTRIAL DESIGNATION

1. LOCATION \_\_\_\_\_ FSA REGION \_\_\_\_\_

2. POPULATION DATA:

(1) 1940 Census _____	(2) School Population
Present _____	Elementary School _____ High School _____
	1940 _____ 1940 _____
	Present _____ Present _____

(3) U.S. Employment Service data - new workers

Men 1940 _____	Women 1940 _____
Men today _____	Women today _____
Anticipated increase: 3 mo. _____ 6 mo. _____ 12 mo. _____	

3. WAR PRODUCTION WORKERS:

Plant _____	No. Workers _____	No. Women _____	No. Men _____
Type of Industry _____	Location to Community _____		
Wage Estimates _____	Increase in Workers Expected _____		
Types of Work:	Clerical - approximate number _____		
	*Service - approximate number _____		
	Industrial - approximate number _____		

Plant _____	No. Workers _____	No. Women Workers _____
Type of Industry _____	Location to Community _____	
Wage Estimates _____	Increase in Workers Expected _____	
Types of Work:	Clerical - approximate number _____	
	*Service - approximate number _____	
	Industrial - approximate number _____	

Plant _____	No. Workers _____	No. Women Workers _____
Type of Industry _____	Location to Community _____	
Wage Estimates _____	Increase in Workers Expected _____	
Types of Work:	Clerical - approximate number _____	
	*Service - approximate number _____	
	Industrial - approximate number _____	

(If more plants are present, please attach information required above on a separate sheet.)

\*(Waitresses, laundresses, maids and similar workers.)

4. MILITARY IMPACT:

Military Establishment _____	Approx. No. _____
Location to Community _____	

5. DISTANCE FROM OR ACCESSIBILITY TO RECREATION AND SHOPPING AREA \_\_\_\_\_

\*Transportation facilities \_\_\_\_\_



6. HOUSING SITUATION:

	<u>Completed</u>	<u>In Process</u>	<u>Recreation Facilities</u>
Federal Housing Projects	_____	_____	_____
Municipal	_____	_____	_____
Private	_____	_____	_____
Trailers	_____	_____	_____
General Situation	_____		
_____			
Existing USO Housing	_____		

7. RACES AND NATIONALITIES PRESENT IN COMMUNITY:

The Old Community:

The New Community:

(1) Races \_\_\_\_\_

(1) Races \_\_\_\_\_

(2) Nationalities \_\_\_\_\_

(2) Nationalities \_\_\_\_\_

8. RELIGIOUS GROUPS PRESENT IN THE COMMUNITY:

The Old Community:

The New Community:

Predominant Group \_\_\_\_\_

Predominant Group \_\_\_\_\_

Other Groups \_\_\_\_\_

Other Groups \_\_\_\_\_

9. ATTITUDES EXISTING IN THE COMMUNITY:

(1) Toward Newcomers \_\_\_\_\_

(2) Labor \_\_\_\_\_

(3) Racial Distinctions \_\_\_\_\_

(4) Religion \_\_\_\_\_

(5) Others \_\_\_\_\_

10. RESOURCES OF COMMUNITY FOR HEALTH, WELFARE AND RECREATION:

(1) Defense Council \_\_\_\_\_

(2) Council of Social Agencies \_\_\_\_\_

(3) National War Fund \_\_\_\_\_

(4) Department of Public Recreation \_\_\_\_\_

No. Workers \_\_\_\_\_ Annual Budget \_\_\_\_\_

(5) Federal, State, and Private Social Recreation Agencies Organized in Communities

<u>Name</u>	<u>No. Workers</u>	<u>1943 Budget</u>
-------------	--------------------	--------------------

_____	_____	_____
_____	_____	_____
_____	_____	_____

(6) Religious, Recreation and Educational Facilities \_\_\_\_\_

(7) Other Community Facilities

a. Number of Auditoriums and Assembly Rooms \_\_\_\_\_

b. No. of Theaters \_\_\_\_\_ Seating Capacity \_\_\_\_\_

c. Park Acreage \_\_\_\_\_

d. Number of Playgrounds \_\_\_\_\_

e. Number of Swimming Pools and Beaches \_\_\_\_\_

f. Number of Bowling Alleys \_\_\_\_\_

g. Number of Public Dance Halls and Roller Rinks \_\_\_\_\_

h. Number of Community Centers \_\_\_\_\_

i. Standard College or University \_\_\_\_\_

j. Other Facilities \_\_\_\_\_

11. THE FOLLOWING ARE KNOWN PLANS TO MEET EMERGENCY NEEDS IN THE COMMUNITY:

- (1) Social recreational agencies now in the community are seeking the expanded needs in the following ways and to the following extent. Include plans concerning personnel, facilities, budget, etc.

Private

Appraisal-Comments

Local Public

Federal-State

How Coordinated



- (2) The following additional services are needed to meet the war emergency needs, including personnel, facilities, budgets, etc.
- (3) The following assistance in addition to that available from local resources and to that desired of USO in this project is being sought to meet further emergency needs. Include personnel, facilities, budgets, etc.

From USO through other constituent agencies:

From Federal and State Government:

12. SOURCES OF INFORMATION:

13. ACTIONS TAKEN:

- (1) USO Council Recommendation: Date \_\_\_\_\_ Chairman: \_\_\_\_\_
- (2) Regional Staff Conference Action: Agency Designated \_\_\_\_\_  
Date \_\_\_\_\_ Type of Operation \_\_\_\_\_ Classification: WP  
WP-Mil.  
No. Workers \_\_\_\_\_ Budget \_\_\_\_\_ Probable Facility \_\_\_\_\_ Mil-WP
- (3) FSA Recommendation \_\_\_\_\_
- (4) Committee on War Production Services: Date \_\_\_\_\_
- (5) Committee on Field Operations: Date \_\_\_\_\_
- (6) Conference of Executives: Date \_\_\_\_\_
- (7) Authorization: Date \_\_\_\_\_

16. The Registry cannot assume responsibility for financial adjustments. It is recommended, however, that the landlady consult the Registry prior to locking out a tenant for any reason whatsoever.

Every safeguard possible should be made against the use of Room Registry for subversive activities. It is important for this reason that records be carefully filled out and periodic re-investigation made.

Exhibit A

Registration Central File Card - Landlady

Room Registry Service

ADDRESS

NAME

NATIONALITY

CHURCH AFFILIATION

Type of Roomer Desired

Permanent

Telephone - Home

Telephone - Office

Transient

Rate per month	(Room	( )	Singles \$	( )	Doubles \$
	(Room & Meals	( )	Singles \$	( )	Doubles \$
Rate per day	(Room	( )	Singles \$	( )	Doubles \$
	(Room & Meals	( )	Singles \$	( )	Doubles \$
House	(Private	Type of Heat		Number of Windows	
	(Rooming				
	(Apartment				
Use of Living Room - Anytime	( )	Specific Times	( )	Not at all	( )
		(designate hours)			
Use of Utilities - Anytime	( )	Specific Times	( )	Not at all	( )
		(designate hours)			
Use of Laundry - Anytime	( )	Specific Times	( )	Not at all	( )
		(designate hours)			
Use of Kitchen - Anytime	( )	Specific Times	( )	Not at all	( )
		(designate hours)			
Use of Personal Radio-Anytime	( )	Specific Times	( )	Not at all	( )
		(designate hours)			
Use of Telephone - Anytime	( )	Specific Times	( )	Not at all	( )
		(designate hours)			
Accommodations	(Men	Location of Bath			
	(Women	Number of people using			
Rooms cared for by	(Lodgers				
	(Housekeepers				
Character of Neighborhood - Fair	( )	Good	( )	Excellent	( )



Grade of House            - Fair ( )            Good ( )            Excellent ( )

Visited by -

Date Registered -

Dated Visited -

## Exhibit B

Applicant for Room Registration Card

Date \_\_\_\_\_

Name \_\_\_\_\_

Nationality

Religious Affiliation

Resident Address

Telephone No.

Permanent Address

Telephone No.

Type of Room Requested (Private  
(Rooming  
(Apartment

Request (No. of persons)

Rate	persons	(Room
		(Room and Meals

Single  
Double

Rate per week

Rate per day

Person to be notified in case of accident or illness:

Name \_\_\_\_\_

Address

Tel. No.

## Preferences

Remarks

Please do not write in this space

Referred to \_\_\_\_\_ Date \_\_\_\_\_  
Name \_\_\_\_\_

Address \_\_\_\_\_ Phone \_\_\_\_\_